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Civil Service Journal

Vol. 5 No. 4

April–June 1965

President opens Federal Science and Engineering Show at Smithsonian. Story on page 2.

UNITED STATES CIVIL SERVICE COMMISSION

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Civil Service Journal

Volume 5 Number 4
April–June 1965

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U.S. Civil Service Commission

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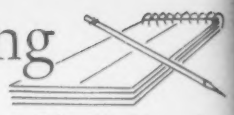
Worth Noting



CIVIL SERVICE COMMISSION Chairman John W. Macy, Jr., is marshalling Federal forces as "commander-in-chief" in a Government-wide "War on Gobbledygook." At a recent Cabinet meeting, President Johnson expressed his concern about the need for effective communication with and prompt and courteous service to the public, and he called on Chairman Macy to survey Federal agency communications and to recommend a program for improvement.

Following a preliminary survey made through an Interagency Advisory Group, Mr. Macy met with top representatives of 21 agencies, advised them of the IAG findings, solicited their ideas on improving public communications and service, and recommended that they employ some suggestions for improvement in their agencies.

Mr. Macy made a similar presentation to Chairmen of Federal Executive Boards who met in Washington early in May, and he urged them to develop FEB campaigns to carry the war on gobbledygook to Federal field installations.

Speaking at the annual awards luncheon of the Federal Editors Association at which the *Civil Service Journal* won top honors as best popular periodical and for the best single-page layout, Mr. Macy called on Government editors to "enlist as lieutenants in the war on gobbledygook." He urged them to bring to bear their "full fire power" in a campaign to "improve the dialog between Government and the people it serves and concentrate on eliminating fuzziness in Federal writing."

An action program for Federal agencies is now being developed and will be gotten underway soon.

WAR ON WASTE, a Budget Bureau report on cost reduction and improved operations in Government, has been hailed by the President.

Announcing the booklet's publication, the President said in part: "I think it shows what happens when cost reduction is the personal goal of each worker. I think it shows that the small items are no less important than the larger items. I think it also shows there is no area of activity that cannot be tapped."

The President directed members of his Cabinet personally to read the booklet and to urge employees to read it.

PLACEMENT ASSISTANCE for separated career employees has been broadened to make employees eligible for assistance before they are separated. The Commission's Separated Career Employee program has been renamed the Displaced Employee program to reflect its broadened objectives.

PRESIDENT JOHNSON has described as "remarkable" the record achieved by Federal agencies who appointed 361 retarded persons to Federal jobs in the first year of the program, and he has directed CSC Chairman John W. Macy, Jr., to "continue his effective work and leadership" of the program during the current year. Authority for hiring mentally retarded workers has been extended 3 years, to expire on September 30, 1968.

FIGURES COMPILED in February showed that under the Federal program for Employee-Management Cooperation: 627 units had been

(Continued—See Inside Back Cover)

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Double Winner—

Civil Service Journal

FEDERAL EDITORS ASSOCIATION

GOVERNMENT-WIDE PUBLICATIONS

CONTEST

1965

BEST POPULAR PERIODICAL

AND

BEST SINGLE PAGE LAYOUT

Awarded April 27, 1965

From vision to reality:

EXHIBIT ON FEDERAL SCIENCE AND ENGINEERING

by WILLIAM M. RAGAN, Jr., *Deputy Public Information Officer*
U.S. Civil Service Commission

"This has been the most unusual, satisfying, and productive interagency committee assignment I've experienced in more than 20 years of Federal service!"

That comment by a top Federal career exhibits specialist seemed to express the consensus of the members of the 12-agency work group that planned and developed the Federal Science and Engineering Exhibit—the *Vision of Man*—that was officially opened by President Johnson in the Smithsonian Institution's new Museum of History and Technology early in April.

THIS IS THE STORY of how the cooperative efforts of scores of people in the Federal service, industry, and education were pooled to produce the first coordinated visual presentation of the productive partnership of science and Government in the Nation's service. It stands as a promising pattern for future interagency cooperation in presenting the story of the Federal service to the people of the United States.

The *Vision of Man* traces to a vision of the Astin Panel of the Federal Council for Science and Technology, which was concerned about the public image of the scientist and engineer in Government and the problems of recruiting and retaining high-quality personnel in these fields.

In reporting to the President on "The Competition for Quality," the Federal Council for Science and Technology adopted recommendations of the Astin Panel and urged that the Civil Service Commission "provide leadership and assistance, in cooperation with agencies and departments concerned, to communicate to scientists and engineers as potential employees the opportunities and professional challenges offered by science in the public service, and *to inform the general public more explicitly of the scope and achievements of Government Science and Technology.*"

In a memorandum to agency heads following receipt of the Council's report, President Kennedy directed that: "All practicable action should be taken to implement

COVER PHOTO

President Johnson cuts ribbon. S. Dillon Ripley (left), Secretary of the Smithsonian Institution, and CSC Chairman John W. Macy, Jr., assist.

OPENING NIGHT AT THE SMITHSONIAN—

Mr. Macy, ladies and gentlemen. I am very proud to come here this evening to participate in opening this very distinguished and significant exhibit in this very beautiful hall.

I am very proud of my association with the Smithsonian—just as I am proud of the close association I have been privileged to have with many of our Federal Government's programs in the field of science and engineering.

Throughout our entire history, American respect for science, and our devotion to the freedom of the scientific community, has had much to do with our evolution as a Nation and our success and our happiness as a people.

From Lewis and Clark to Grissom and Young, the Government of the United States has been a partner of major efforts to extend man's knowledge of this earth and the realms above it.

All along, there has been one distinguishing feature of this relationship between the State and science, and that distinguishing feature is our unwavering determination that the end of science shall be the betterment of man rather than the aggrandizement of the State. Likewise, it is our determination that benefits of our gains in human knowledge shall serve all of mankind and, above all else, shall contribute to the cause of peace in the world.

We cannot foresee tonight what the future may bring for any of us. We can believe, however, that we are at the edge of an era of history when science and technology may well revolutionize life on earth not for only a few nations but we all hope for all people. I hope and I pray every day that the time may come when nations will lay aside aggression and war as instruments of national policy and turn to joint endeavors of compassion and construction to make life richer and happier for all men, East and West.

And so I want to leave this thought. I hope that we may have the wisdom and the foresight and the sense of responsibility in the field of political science to realize to the fullest the advantages that will open to us all from the works that are being done now in the fields of physical science and technology.

Our American commitment remains firm. We shall use our science and our technology only in the service of peace and in devotion to the cause of man. This is our vision—the "Vision of Man" to which this exhibition is dedicated.

—from remarks of President Lyndon B. Johnson
Smithsonian Institution, April 6, 1965

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these recommendations." Subsequently, the Civil Service Commission and Federal agencies took a number of steps to help achieve the objectives set by the Council. To carry out the recommendation quoted above, improved recruitment programs and literature were developed, special articles were published in popular and special periodicals (including the *Civil Service Journal*), motion pictures produced, etc. But a project of the scope of a full-dress display on science and engineering in Government took time and unusual resources to develop.

The idea of an interagency exhibit that would open in Washington and subsequently tour major American cities was first explored with the Secretary of the Smithsonian Institution in 1962, and he was receptive to having such a display open in the museum. Various approaches to a practical plan were examined and discussed within the Civil Service Commission before CSC Chairman John W. Macy, Jr., invited the heads of member agencies of the Federal Council for Science and Technology to designate representatives to a committee to develop plans for an interagency exhibit.

The initial meeting of the agency representatives was held in the summer of 1963. Representatives of the agencies were generally receptive to the idea at the out-

set, but there was far from unanimity on the question of the practicalities of presentation and funding. There was agreement and strong feeling that individual agency exhibits—the "booth and bunting" approach—was not desirable, that a plan for presenting a coordinated and comprehensive exhibit should be found practical or the idea discarded. The group agreed to work with the Commission to see if a feasible plan could be developed.

Charles J. (Jim) Nelson, Assistant to the Commission's Public Information Officer, drew the assignment as project officer—in addition to his regular duties. Members of the interagency committee who worked with him for many months were: Leonhard Nederkorn, National Science Foundation; A. Victor Gentilini, Department of Commerce; Leonard C. Hall, Department of Health, Education, and Welfare; Stephen A. Saliga, National Aeronautics and Space Administration; David M. Granahan, Department of Agriculture; Miss Marie Frauens, Department of Defense; Stanley W. Olsen, Department of Interior; Robert G. LeCompte, Atomic Energy Commission; Frank Taylor, Smithsonian Institution; and Philip W. Schulte (Chairman) and William M. Ragan, Jr., Civil Service Commission.

The first objective was to develop a working story line, including a plan for design, development, and funding of the exhibit. Drawing on advice and background materials provided by members of the interagency work group—and working largely on his own time and between other demanding assignments—Nelson prepared the story line for consideration by the committee. The draft was reviewed, refined, and revised in the course of several work-group sessions late in 1963 and early in 1964. Finally, the committee felt it had a proposal that was practical.

It set as a goal a presentation that would fire the imagination of young people to the importance of science and technology in our society, stimulate their study of these subjects, and arouse their interest in the increasing opportunities for careers as scientists, engineers, and technicians. The exhibit would portray the work of Federal scientists and engineers, spotlight historic achievements in the long partnership of science and Government, and illustrate significant contributions to breakthroughs in the 1950's and 1960's. It would give a glimpse of the fantastic future promised by present research. And it would illustrate the interrelationships of scientific disciplines and stress the significance of science to society. To stress the story of science and avoid a "quota competition" among agencies, the committee recommended that individual agency identifications be limited to a single credit panel and to incidental and unavoidable references in labeling certain models.

The plan contemplated Commission coordination of the project under joint sponsorship of the member agencies of the Federal Council, with continued counsel and cooperation of the interagency work group. In a quest for a fresh style of presentation, the committee decided that outstanding industrial design talent should be asked to submit conceptual presentations. It also decided that fabrication should be under separate contract to permit maximum competition.

"It was during the early work sessions that a special characteristic of the committee impressed me," recalls Project Officer Nelson. "When we first met, there was a tendency to regard the exhibit as the Commission's project, but soon the committee members began to refer to it as 'our' exhibit. I think this was the thing that made the big difference in our ability to get a very complicated job done—and in the distinctive display that was achieved. I've seldom seen so many creative people so willing to cooperate to make a success of an interagency activity."

The plan outlined by the committee met with Chairman Macy's approval. In April 1964 he formally advanced the proposal to the heads of the cooperating agencies and invited their participation in the joint venture. The invitation was accepted by all agencies represented on the Federal Council on Science and Technology and the Smithsonian Institution.

Now it was necessary to put meat on the bones of the preliminary story line. The search was on for facts from agencies about their hundreds of science and engineering activities from which would be sifted the relatively few that would serve to show the scope and significance of science and technology in Government.

Volumes of material had to be collected, evaluated against the criteria of the plan, and fitted in the framework of a fattened story line. Cooperation of committee members in scouring their agency activities and consulting key scientists, engineers, and administrators was a key factor in the emergence of the final story line draft that was to be the basis for soliciting conceptual presentations from industrial designers. That the effort succeeded was reflected in comments of agency reviewers and designers. Some of the latter called it the best and most comprehensive story line they had ever seen.

The story line broadly outlined five principal areas for treatment—Man and the Basics, Man the Living Being, Man and His Earth, Man and the Universe, and Man and the Group. These became the subthemes depicted in the finished exhibit under the main *Vision of Man* theme. The designers' interpretation added to the five basic areas an introductory section and a career guidance section. Brief descriptions follow—

Introduction—The introductory area illustrates the *historic and creative partnership* between science and the Federal Government and provides a *preview* for each of the areas that follow. It features cases containing graphics, models, and artifacts that pay tribute to some of the *early explorers, inventors, and scientists* who received Government support in their outstanding en-

deavors. Among the items of interest are: Lewis and Clark's compass, a model of the Wright Brothers' plane, Lawrence's first cyclotron, Goddard's first rocket, and an early plow; artifacts from the Mesa Verde excavations; the skeleton of a prehistoric golden eagle; and the Krypton–86 Lamp.

Man the Living Being—This section spotlights man's efforts to protect and prolong life—and to ascertain what it is. The focus of attention is an animated DNA (deoxyribonucleic acid) model used to explain scientists' efforts to decipher the coded language of heredity locked in the DNA molecule. Also illustrated in the area are—research projects to amplify and extend man's mental and physical abilities, to prepare man for long space journeys, to help him fly at supersonic speeds, to learn to adapt to undersea environment, and to augment, or perhaps replace, failing or defective organs. Items of interest include a man-amplifier model (pedipulator), fluid-amplification respirator, variable-wing plane model, heart pacer, and an illustration of research in skin communication.

Man and the Basics—This section illustrates man's continuing efforts to improve and increase his sources of food, to preserve his food, to combat diseases and insect pests; his efforts to protect, clothe, and shelter himself; his search for new forms and sources of energy and efforts to reduce drudgery. Points of interest include models of water desalting plants, demonstration of microwave transmission of energy, new products (novawood and stretch cotton), the story of phytochrome (light control of plant growth) and the eradication of the screwworm fly (by irradiation-sterilization of the fly in the pupae stage), and illustration of use of irradiation in plant genetics and food preservation.

Man and His Earth—This section illustrates man's continuing efforts to learn more about his earth and other living creatures on it, and to find, benefit, and conserve the resources of his planet. It shows how he is learning about the earth's origin, age, and structure; illustrates how he is analyzing earth's atmosphere with airborne instruments; spotlights his efforts to find out how birds and fish migrate; and tells of his study of the chemistry of the sea and research to garner more of its riches. Interest points include models of undersea research craft, MOHOLE cores and drills, and recordings of fish sounds.

Man and the Universe—This section illustrates man's efforts to explore and understand the universe. It shows how he is using earth-based laboratories, balloon- and rocket-borne instruments, satellites, manned spacecraft, and optical and electronic instruments to probe near and far space to answer age-old questions about the universe. It spotlights his development of better propulsion systems, his study of the atom and its particles, his inquiry into the nature of matter, the promise of atomic fusion, his designing of new spacecraft and systems to support men on deep space journeys, and his studies to help man adapt to the environment of space. Points of interest include models of a radio telescope, nuclear rocket engine (NERVA), and space laboratories—MOLAB and GULLIVER—representative of the types of research vehicles to be landed on the moon and planets; a MARINER IV model and progress track; and a space-tool demonstration device.

Man and the Group—This section focuses on man's relationships with his fellow men in an era of accelerated social, economic, and technological change. It underscores the fact that if the advances in science and technology are to have meaning, man must learn more about himself in his social setting. It accents the importance of research to bring better understanding of man as a member of his group and to help mankind achieve its highest purposes. Dramatic pictures and recorded statements point up some areas of central concern—education, health, housing, old age, and conservation—and illustrate how the partnership of science and Government is seeking to solve problems of man in our increasingly interdependent society.

Career Guidance Center—The Career Guidance Center spotlights the increasing need for scientists, engineers, and technicians in the future and the opportunities for scholarships, fellowships, and grants available for study in these fields. Attendants in the Guidance Center are available to answer inquiries and to suggest sources for additional information about career opportunities and assistance for science and engineering study.

The approved story line was completed in August 1964, and the call went out to leading industrial design firms to attend a briefing on the project. Nineteen firms from the East Coast and Midwest were represented

at the briefing, and 15 accepted the invitation to submit conceptual presentations and cost estimates.

Designer submissions were considered by the interagency committee in a day-long session at the Civil Service Commission. Ideas advanced by a number of design firms were so impressive and appealing that a clear choice could not be made in a single session. So a subgroup was designated to meet next day to make a more thorough analysis, evaluation, and recommendation. After a full day of considering the conceptual presentations, the subcommittee reached accord and recommended selection of the firm of Herbst-LaZar of Chicago to design the display. The full committee and the Commission concurred in the choice.

The wisdom of the committee's choice was confirmed in the sensitive and esthetic Herbst-LaZar interpretation and execution of the themes as they emerged from story line to preliminary sketches to finished graphics and detailed specifications for construction.

AS SUMMER FADED to fall, time pressures grew greater to move the project from drafting board to the Spring 1965 opening in the Museum of History and Technology. The next milestone was development of specifications for letting the bids for fabrication.

Again the competition was keen. Eighteen exhibit fabrication firms were represented at the briefing and bid session, and 11 submitted bids. Low bidder was General Exhibits, Inc., of Philadelphia, to whom the construction contract was awarded on December 31, 1964.

Meanwhile, with the time to the premiere now 3 months away, the text for the many colorful panels, display cases, and models had to be researched, written, checked with agency authorities, and fitted to close character counts called for in the specifications. For this demanding chore, James C. Spry—regularly editor of the *Civil Service Journal*—was chosen. ("Drafted" would be a better word—*ed. note.*)

From January to April, Spry traveled between Chicago, Washington, and Philadelphia. Not only did he have to familiarize himself with the display specifications in every detail, but in order to condense the significant facts about a single feature of the display, it was necessary for him to read and absorb volumes of scientific data. And he had to check every word of his text for accuracy and appropriateness with authorities in a score of scientific fields.

Before the exhibit was ready for its April opening, almost every member of the Commission's Public Information Office was pressed into service on the project.

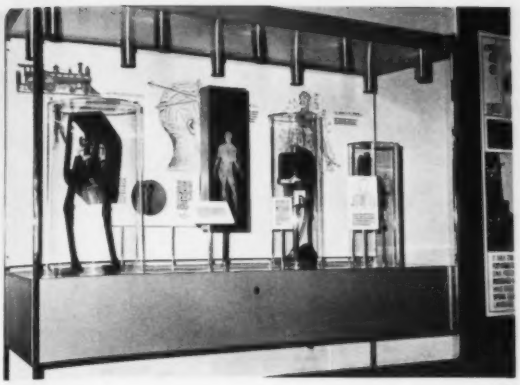
Célima L. Hazard, chief of the editorial and pamphlet section, wrote and expedited production of two publications: a brief give-away brochure to serve as a guide to viewers, and "Science and Engineering Careers in Government—Descriptions of Beginning Jobs for Young People," to be sold in the lobby of the museum and by the Superintendent of Documents, Government Printing Office.

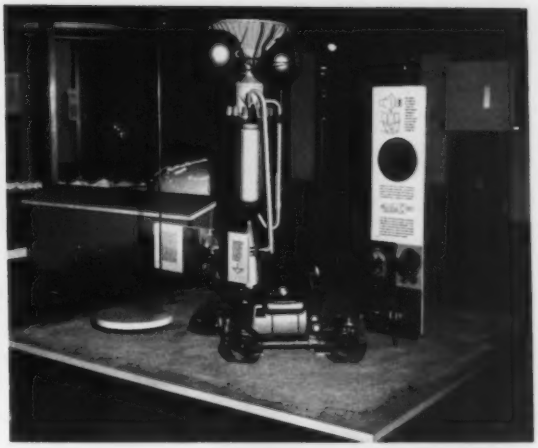
Designers of "The Vision of Man" were Ralph LaZar (*left*) and Walter Herbst (*right*), partners in the Chicago industrial design firm of Herbst-LaZar.

Dorothy B. Jones, chief of the visual and speech materials section, screened and selected a number of agency films on science and engineering for showing several days each week during the exhibit's stay at the Smithsonian.

Robert T. Frank, Jr., visual information specialist, was the keyman in tracking down scores of photographs

Two of the exhibit's nine introductory cases: *Left,* Man and His Earth (fossil remains of Golden Eagle); *right,* Man and the Group (Mesa Verde artifacts).





Above, research case on man's efforts to extend and amplify his physical and mental abilities. *Right,* space platform highlighting man's efforts to explore the universe.

needed for reproduction on display panels, and he helped to round up many of the models and artifacts featured in the exhibit.

Sylvia J. Bayliss and Rose A. Joyce, writer-editors, bore the brunt of the burden of proofreading the display text and related written matter.

The administrative and clerical personnel—Patricia Kiley, Edna A. Lane, and Mary Ann Cochran—had to take on a heavy extra workload of correspondence, typing of text and other materials, recordkeeping, phone calls, and arrangements for meetings, etc.

MEMBERS OF THE INTERAGENCY COMMITTEE were called on for a variety of important contributions at different stages of the exhibit development—suggesting activities for coverage, digging out information, reviewing and clearing texts, obtaining models and artifacts, etc.

Scores of others elsewhere in the Commission and in many Federal agencies contributed their enthusiastic efforts to help bring the exhibit from the concept stage to living-color reality in the Smithsonian.

All would agree, however, that Leonhard Nederkorn's contribution as design consultant to the Commission was

Left photo—Following the ribbon-cutting ceremony, the President toured the exhibit with (*left to right*) CSC Commissioner L. J. Andolsek, CSC Chairman John W. Macy, Jr., and Smithsonian Secretary S. Dillon Ripley. They are shown viewing the section on undersea research craft. Pictured above is plant, insect, and food preservation section of Man and the Basics.

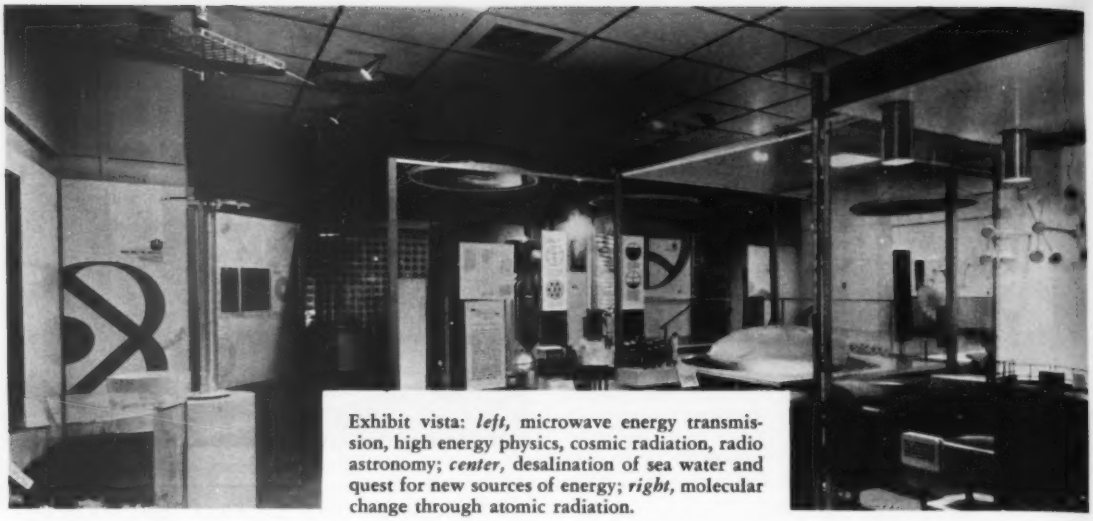


Exhibit vista: *left,* microwave energy transmission, high energy physics, cosmic radiation, radio astronomy; *center,* desalination of sea water and quest for new sources of energy; *right,* molecular change through atomic radiation.

outstanding. His agency, the National Science Foundation, was generous in making available much of his time to the project. His unique background and abilities in design and exhibit work, his long experience and association with scientific activities in Government, and his wide acquaintanceship with experts in science, technology, and design and exhibits fields made his advice and assistance invaluable.

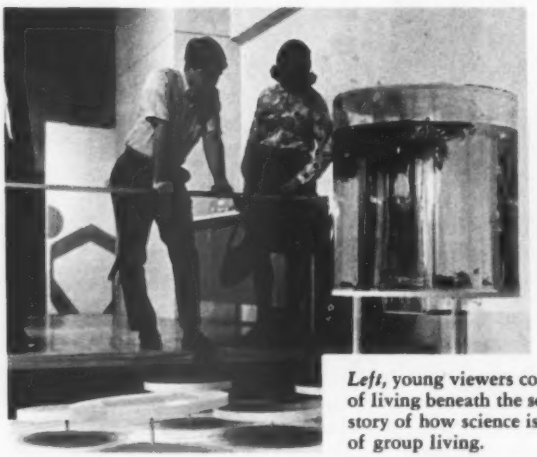
Was it worth their effort?

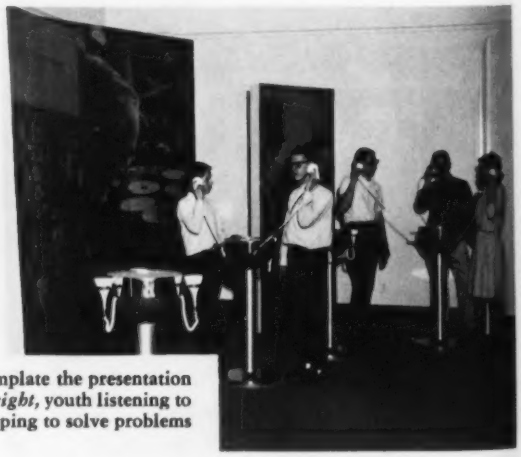
The answer rests with the tens of thousands who saw the show at the Smithsonian and with the millions more who will tour it in the Federal Pavilion at the New York World's Fair between May and October, at the California Museum of Science and Industry in Los Angeles this fall and winter, at the Smithsonian for a return engagement next spring, and later at the Chicago Museum of Science and Industry.

The answer is in whether more American citizens are made more aware of the impact of science and technology on our society and their Government's deep commitment to make science society's servant rather than master.

The answer is in whether the exhibit "fires the imagination of young people" to learn more about science and technology and seek careers in these challenging fields—perhaps with the Nation's largest employer, the Federal Government.

The answer is in whether the *Vision of Man* succeeds in "giving a glimpse—a fleeting impression—of the vast, historic, and creative partnership between Science and the Federal Government—and 'of all the wonder that will be.' "





***Left,* young viewers contemplate the presentation of living beneath the sea; *right,* youth listening to story of how science is helping to solve problems of group living.**

by L. J. ANDOLSEK, *Commissioner,*
U.S. Civil Service Commission

THE NEEDS AND ASPIRATIONS OF MEN

OUR PRESIDENT EXPRESSED three broad national goals when he delivered his state of the Union address in January. He said:

1. We must keep our Nation prosperous. We seek full employment opportunity for every American citizen.

2. We must open opportunity to all our people.

3. We must improve the quality of American life.

Think about these goals for a moment, for they are profound—a prosperous Nation; opportunity for *all* people; improved quality of American life.

These goals might *appear* to be far removed from the day-to-day delivery of the mail, from a union meeting, and from the bargaining table. They are much closer than you think!

Routine handling of the mail is simply not good enough for the days and years ahead. Neither is *routine* apprehension of criminals, *routine* administration of the social security program, *routine* development of new weapons, *routine* care for hospitalized veterans—or for the thousand-and-one *other* services that our citizens expect.

We must achieve *excellence* in every aspect of public service, for the money we save can be released to meet vital new needs. The resources we conserve can be diverted to support vital new programs. The examples we set can provide inspiration and guidance for other employers. The satisfaction we achieve can make the effort worthwhile.

It would not be a gross exaggeration to say that what the President is trying to achieve for a nation of citizens is very closely akin to what Federal unions have been trying for years to achieve for their members.

He is attempting to respond to the needs and aspirations of men!

Since we are privileged to shoulder some of the responsibility for achieving the Great Society, let us review its definition. The President has said:

"We seek to establish a harmony between man and society which will allow each of us to enlarge the meaning of his life and all of us to elevate the quality of our civilization."

These words, "Great Society," should not be an abstract ideal, for the problems our Nation must cope with are very *real* problems.

To illustrate this point, let me try to make a realistic appraisal of poverty by taking you on a mental journey.

Imagine you have taken a trip blindfolded. You are awakened at this very moment in a locale that could be called "Skid Row," "the Wrong Side of the Tracks," or "Ghetto, U.S.A." when the blindfold is removed.

Condensation of an address at a meeting of Postmasters, Postal Supervisors, and Postal union members, Detroit, Mich., April 22, 1965.

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It is early morning. There is no stream of breadwinners racing down the street to catch the 8:05. In fact, the street is almost deserted. That old man you see sitting there on those rickety steps to your right is old at 45. He came to the city as an illiterate at the age of 19. He worked at several laboring jobs for a period of years, but couldn't seem to get anywhere. With six children to feed, he gave up.

Upstairs, peeking from behind the kitchen curtains, you see a couple of his kids. They went to school yesterday, but the teacher didn't get through to them very well. It was tough to stimulate a thirst for knowledge in minds preoccupied with hunger.

Two stoops down—just beyond the dog who has knocked over the garbage can—you see a gang of teenagers. Two-thirds of them dropped out of school when they reached the legal age limit; the others are playing hookey today. You assume they are "hoods" by the clothes they wear, the sour expressions on their faces, their aimlessness, and their obvious disdain for life. They are ganged up in the doorway because—apparently—the doorway is there.

Across the street you see a sad old man who has stepped out on the sidewalk to talk to the man with the pegleg. They don't find much to laugh about. One is broken in spirit, the other in body. Each is unable to repair the damage himself, and neither puts much confidence in the hope that society will intercede.

But look! Down at the end of the block, there's some excitement. A young lad has thrown a rock through the store window and he's being chased by a policeman. The lawman wins the race and drags the struggling youth back to be confronted by the store manager.

The merchant tells the police officer, "I've told these kids I don't want them hanging around my store." The boy whimpers, "I didn't have nowhere else to go—and besides, he pushed me!"

Inhabitants of the street yawn and turn their attention to other matters. Dismal? Wretched? Another world?

In this appraisal of poverty, I have not stretched the point to achieve a melodramatic effect. I have cleaned up such details as smut literature, dope peddling, mashers, and the like. I have dealt with—I am sorry to say—"routine" evidences of poverty that are present in many of our towns. I hope I have identified at least some of the problems the Great Society must solve.

THE FIRST ROUNDS have been fired in a war against poverty. The battle will be continued.

It would be hoping against hope to think that poverty and hunger could be eliminated merely by *giving* food to the hungry, shelter to the unsheltered, medicine to the sick, and clothing to the needy. We must, and we will, attack the *causes* of poverty.

It would be folly to assume that ignorance and illiteracy could be wiped out overnight.

The *facilities* for education must be improved, of course, but the larger challenge is to make people—*all* people—recognize the *value* of education, and to inspire every citizen to *reach* for all the education he can absorb.

It would be natural, I suppose, to say that disease is being conquered as rapidly as one could expect, for our medical scientists *have* made some spectacular progress. They have found a vaccine for "common" measles and one for "uncommon" polio. They have almost worked miracles in the treatment of mental illness. They are hard at work finding new cures for other human ills.

But the fact remains that large groups of citizens in our society are still going without the medical attention they need. I refer specifically to the underprivileged, the aged, and the minorities. We must help them to find the means to obtain the medical care they need.

It would be asking an awful lot to hope that prejudice and bigotry and intolerance and hate and discrimination could be wiped out by the passage of new laws, or by a sudden change of heart in those who harbor low instincts.

New laws are helping, in the sense that they provide the means for taking remedial action against offenders, but the real success will be achieved when enough people realize the folly and the enormous cost of harboring such narrow points of view.

Every one of the social problems I have mentioned so far—and believe me, I could easily extend the list if time allowed—every one of these social problems has a way of taking the heaviest toll of persons we label as being members of minority groups.

When I say minority groups, I don't mean *only* Negroes, or *only* persons who belong to another church, or *only* persons who spell their last names differently. I also include the aged, the handicapped, and in some respects, the women of our society.

Thus, it becomes clear, the first logical step we must take, as we seek to attend the needs and raise the aspirations of man, is to extend equal opportunity to those who have been denied equal opportunity.

When we provide opportunity to those who have been denied it, those people who are most in need of help will help themselves. This is the key to what the President meant when he said we must make taxpayers out of tax-eaters. When we raise the aspirations of men, we make it distasteful to remain on relief, to remain dependent upon society. Now I want to speak in a personal vein.

I KNOW THIS THEORY will work, because I have seen it work.

To be more precise, *I am proof that the theory will work, for I am a product of the fact that people will take advantage of such opportunity.*

Just after the turn of the century, my parents decided to come to America, the land of opportunity, from their native Austria-Hungary.

They were fed up with the caste system that kept the "little man in his proper place." They were tired of

poverty-level earnings with no hope for improvement, and they had had enough of the persecution that prevailed.

They had heard about the "pot of gold" that was just waiting to be picked up by anybody who migrated to America, so they decided to come.

My father was so poor that he had to come alone and earn the money to send back for my mother's passage. Two of my older brothers remained behind after my mother came. One came to America at age 15 and the other never got here.

But my parents came to this land of opportunity, and they settled not very far from here in the mining country of Minnesota.

Suddenly they discovered that, in this land of opportunity, opportunity had to be earned!

My father worked 14 hours a day for a dollar and a quarter. He traded at the company store. He practically bowed in obeisance to minor officials of the town, and he got the message early that "immigrants should remain in their places."

There were days and months and years when my father felt that he was still wearing the immigrant's tag he had worn on his jacket during the trip to America.

Times were so tough, my mother took in boarders to make ends meet. At one time she had 22.

Both of my parents continued to work. And hope.

They exercised some privileges of a democracy that they hadn't been able to exercise in the old country.

My father joined the union at a time when it was not exactly the most popular move to make, and he helped to raise living standards for himself and those like him.

My parents exercised their right to vote. One matter they supported regularly was bond issues for new and improved schools. They felt that through education their children would be able to enter doors that had been closed to them.

They took an increasingly active part in the community, and somewhere along the way they came to realize that the "bohunk immigrant" stigma had disappeared; they were being accepted as breadwinning, taxpaying, responsible *citizens* of the community.

My parents never did discover that pot of gold, and they never did achieve that dream of affluence they thought would come true when they left the old country. They just continued to work, and to try to make things better. *But their children did!*

I was able to attend good elementary and high schools. I was able to work my way through college. I am now enjoying the fruits of a society that my parents helped to build.

Many of my friends, who also wore the badge of "bohunk immigrant" in their youth, are now legislators, physicists, astronomers, lawyers, and doctors. They are contributing something worthwhile to the society their parents helped to build.

WE OF MY GENERATION are the beneficiaries of the equal rights and the equal opportunities that our parents carved out for us.

What a pity it would be if we failed to continue in the tradition of our ancestors! The tradition of giving more than we get; the tradition of making more out of less; the tradition of uplifting the minds and the aspirations of young people around us!

Not long ago, I was visiting a western city, and our Civil Service representative asked me if I had time to see a couple of local citizens who wanted to talk to me in private. I told him to send them in, by all means.

Both of the citizens were leaders of minority groups in the area. One tended to be philosophical and mild in manner, but the other was a picture of an "angry man"—intense, somewhat hostile, and very definitely a man in a hurry to get action in behalf of those he represented. I gathered that he wanted to get a quick guarantee from a Civil Service Commissioner that *jobs*—in this case, Federal jobs—would be made available to those he represented—before sundown if possible.

I told the man that I was very sympathetic to his needs, that I had been a member of a minority group that was considerably smaller than the group he represented, and that the Government and all of its citizens were conscious of the problem he described so vividly. I told him just as I have been saying here tonight that joblessness was one *symptom* of a problem that is being battled on a very large scale.

I tried to place into context the fact that the right to vote, and the *exercise* of that right to vote, was important.

I placed heavy stress on the need for good schools and the value of education.

I agreed that poor housing and ghetto environments were not conducive to high aspirations among young people of his group, and I sympathized with his belief that his young people needed to have the "success image" of employed fathers in their neighborhood to look up to.

We discussed what he described as a vicious circle that works like this:

The young member of a minority group, or his patron, confronts an employer with not hiring a member of that group. The employer says: "Find me one qualified by education for the job." You go to the school and they tell you of the educational impossibilities they are up against when they are confronted by a pupil from a culturally deprived, no-motivation, near-poverty background. You go next to the family and they blame their environment on the income level—the fact that employers won't hire. You are right back where you started.

Well, to make a long story short, I could *not* promise the man that I would find a Federal job for each of his constituents, and you know the reason why. The merit system we follow in Government requires us to hire the person who is *best qualified* for the job that is open, re-

gardless of his race, religious beliefs, sex, politics, or what have you.

But I did assure the man that his Government and his fellow citizens are not only aware of the problem he described—they are intent on doing something about those problems.

LET ME ATTEMPT to tie together the two things I have been discussing: employee-management relations in Government, and the needs and aspirations of men.

In the first place, we cannot minimize the role of the Federal Government in the task of meeting the needs and raising the aspirations of men.

Career employees—individual civil servants—who are assigned to these new programs will play an important role, as they work with State and local governments and with private citizens to get the programs rolling.

In the second place, these new programs of a human needs character are being undertaken as an addition to the regular programs that must be carried out by the Government. All the signs indicate that "routine" services will grow in direct proportion to the growth in population, and the population growth does not show any signs of lessening.

So, with old jobs to continue and with new jobs to perform, serious attention must be paid to the matter of keeping costs down to the lowest level necessary to get all the essential work done.

Cost-cutting, like "running a railroad," must be planned carefully and managed carefully.

No single element can provide greater economy—or greater results—than *people*. Therefore, a concerted effort must be made to recruit, hire, train, and use the best people who can be found to conduct the business of Government.

Finally, the manner in which managers and employees work together to get the job done will have the greatest impact of all. It is in this context that I envision an effective program for employee-management cooperation as a vital necessity in the years ahead.

OUR NATION CANNOT TOLERATE a power struggle between managers and unions, for the energy that would be wasted in fighting must be used constructively in producing for the public interest.

Managers cannot indulge the fallacy of ignoring the human needs of employees, for it is an established fact that when the human needs of workers are ignored, productivity suffers. Conversely, unions cannot indulge the selfish attitude of "all for me and nothing for you," for the cost would be prohibitive.

The reasonable solution, then, is for managers and union leaders to meet in good faith, in a spirit of mutual respect and cooperation, to resolve the differences that arise, and to rededicate themselves to the public good.

The AWARDS STORY

NEW FILM ON COST REDUCTION

The Civil Service Commission has produced and made available to agencies a new film, "The President's War on Waste"—a 15-minute 16 mm. black and white sound film which features President Johnson's inspiring and challenging address on cost reduction in Government at Constitution Hall last December.

The film is intended to personalize for a wide range of Federal employees the President's call for their help in reducing costs, and to foster continuing employee participation in the cost reduction activities of their agencies through special achievements and through submission of economy suggestions.

Agencies have obtained over 150 copies of the film and are making them available to their activities for showings at executive staff meetings, at supervisory meetings, at meetings of employee organizations, in management and supervisory training courses, and in employee orientation sessions. Loan copies of the film can be obtained from regional offices and the central office of the Civil Service Commission.

UPPER LEVEL RECOGNITION

Special achievement awards are being used in defense activities to recognize significant cost-cutting accomplishments of upper level personnel, as well as suggestion awards for cost-reduction ideas. Some recent examples:

• Award of $2,550 to electronic engineers Edward Baskin and Eldon Jackson, Naval Air Development Center, Johnsville, Pa., for their detailed study and recommendations which resulted in a saving of $1.5 million on a defense contract. In deciding on a superior achievement award for the two engineers, Navy officials concluded that "although the study and resulting recommendations were technical in nature and within the scope of their duties, it is not often that one or two field activity engineers can be so convincing in their technical arguments as to influence a contractor to recommend cancellation of a significant portion of his contract."

• Award of $1,000 to George K. Orton, a general engineer at Fourth Army Headquarters, Fort Sam Houston, Tex., for proposing a new method of reproducing maps and engineering drawings which has reduced man-hour costs by an estimated $329,000 a year.

• Award of $1,745 to Ralph Vendegnia, an aircraft sheet metal inspector at Hill Air Force Base, Utah, for

developing a method of replacing damaged spars in aircraft wings, thus enabling the Air Force to avoid an expenditure of $693,772 for replacement of nine wings.

Recognition and awards for such outstanding cost-cutting achievements are in line with President Johnson's statement to the Cabinet on July 22, 1964, in which he made clear that he wishes agencies to honor and reward employees for good management and cost reduction.

IRS ON WAY TO NEW RECORD

The Internal Revenue Service is on the way to measuring up to President Johnson's challenge of a new record in adopted suggestions this year. "Half-time" fiscal year results reported by IRS offices indicate that if the present trend continues, fiscal year 1965 will be an unprecedented one, even surpassing the significant achievements of last year. Mid-year comparisons reveal: through December 31, 1964, the Service received 6,288 management-improvement suggestions, compared with 2,225 received as of December 31, 1963. There was a corresponding increase in the number of suggestions adopted—1,197 against 487. Most significant is the increase in tangible benefits realized from adopted suggestions: $498,146 in the first 6 months of this year, compared with $99,910 in the same period last year.

"EMPLOYEE INVOLVEMENT" CITED

A recent Agriculture report—*Operations Improvement Inventory, 1961–64*—credits "employee involvement" as one of the major factors in the success of the Department's Operations Improvement Program which has produced improvements worth over $1 billion from 1961 to 1964.

"In managing our employees to accomplish improved operations," states Secretary of Agriculture Orville L. Freeman in a foreword to the report, "the formula was simple. It was the *involvement* of all employees in the operations improvement program; the use of their *ingenuity* to bring about *improvements* in the way they did their jobs; the way in which the agency in which they work did its job; and in the way the Department as a whole did its job."

Philosophy behind the "three I's" formula is described in this way: "Our formula is simply a recognition that employees' capabilities are the Department's most important resource. That resource can be left alone 'to do a job.' But Operations Improvement is over and above 'doing a job.' To do this, employees must feel a part of the mainstream of the USDA policy to make its operations as efficient and economical as possible. This policy of involvement means that the Department's commitment to management improvement must be made clear to all employees. It means a positive effort on the part of the Department to recognize and reward personal accomplishment. In the past 3 fiscal years, for example, over $3 million in tangible savings have been realized through the Employee Incentive Awards Program alone. This involved participation of over 12,000 employees."

"DOUBLE E" PROGRAM SPARKS IDEAS

Over 300 State Department employees earned awards totaling $10,000 for "Double E" (efficiency and economy) ideas during January–February 1965—or as many employees as were so recognized during the entire 7 previous fiscal years. Deputy Under Secretary for Administration William J. Crockett launched State's "Double E" program last November by inviting operating as well as administrative personnel to tell management how to do it—to change the plaintive cry of "Why don't they?" to "Let's try it this way!" Thus far over 5,000 employees in Washington and overseas posts have submitted "Double E" ideas, with more adoptions expected each month as reviews are completed.

$10,000 AWARD TO SCIENCE TEAM

A team of scientists from the Naval Research Laboratory, Washington, D.C., recently received a $10,000 incentive award for discovery and development of a remarkably effective method for salvaging electronic and mechanical equipment damaged by fire, smoke, oil, and salt water. The award, approved by the Civil Service Commission, was shared by Dr. William A. Zisman, Superintendent of the Chemistry Division; Hayward R. Baker, chemist; Paul B. Leach, technologist; and Curtis R. Singleterry, supervisory chemist.

The new chemical cleaning procedure was first used to salvage over $3 million of equipment damaged by fire aboard the USS *Constellation* in 1961. Annual saving from the use of the procedure is estimated at more than $1 million.

NATIONAL MEDAL OF SCIENCE

Dr. Marshall W. Nirenberg, head of the laboratory of chemical biochemistry at the National Heart Institute, was one of 11 distinguished scientists and engineers to receive the 1964 National Medal of Science for "outstanding contributions to scientific knowledge" at White House ceremonies on February 8. Dr. Nirenberg, 37, a Government scientist since 1960, received the award from President Johnson for his experiments which have helped unravel some of the mysteries of the DNA genetic code. The National Medal of Science was first awarded in 1962 to Theodore Von Karman. Five scientists received the award in 1963.

—Philip Sanders

A well-known official reads
The Great Experiment, likes it,
and writes the author . . .

Roger W. Jones

Dear John Weaver:

John D. Weaver

THE GREAT EXPERIMENT deserves a good sale, wide distribution, and close attention. I hope it will get all three.

Over the course of the last 30 years it has been my duty, but not always my pleasure, to read a good many books about our Government. Regardless of whether they were popular or scholarly, their jackets usually have extolled the virtues of the text beyond its just deserts. The jacket of your book is uniquely different. It says that *The Great Experiment* is lively and entertaining, and that is true. I know no book about Government which does so good a job of making Government people and Government activities come alive. Then the jacket goes on with the low-key understatement that the text is an accurate and comprehensive examination of the everyday workings of the United States Government—and so it is. Your accuracy is remarkable considering the mass of facts which you array. The way in which you present those facts is comprehensive in the best and literal sense of that word. The lightning flashes of your wit place both your accuracy and comprehensiveness in bold, even if momentary, relief.

Whenever I have set myself to read a popular book about the Federal Government, I have wondered how soon a strong thread of critical distrust would begin to appear and take on the characteristics of half apology by the author for his undertaking. You are neither distrustful of your subject nor apologetic for your book. I have also discovered that most writers about Government prefer to limit themselves to description, or to exposition, or to interpretation. Except for scholars writing primarily for other scholars, few authors have had your courage and determination to combine all three approaches to their chapters with as much thoroughness and fairness as you display. Whether you know it or not, you have written a textbook of great value for young America and a catechism for self-examination for my generation, if we will use it.

As a title, *The Great Experiment* is not catchy. It probably will not sell copies because of the challenge or the appeal of the words, but it is an accurate title—honest and perhaps unconsciously deferential to the subjects you so ably attack with wisdom, coherence, sensitivity, and understanding of official crosscurrents in which I have lived for some 31 years.

Those who buy books about Government to shore up their own special interests and personal prejudices will be disappointed in *The Great Experiment* on two scores. First, you supply little grist for the millstones of special interests to grind. Second, your reporting of shortcomings, inefficiencies, and peccadillos is straightforward, and without the editorial condescension which feeds prejudice. You require your reader to look at himself before sitting in judgment on Government activities and personnel.

Readers who think that traditional American belief in the hardy self-sufficiency of an earlier time requires them to distrust and dislike big Government (or at least to assert that they do) will not be so disappointed. They will read you through to the end, and admire your candor. It, too, manifests rugged individualism. I suspect that such readers will also become entrapped in expectation that

you, a brother in spirit, will surely demolish some part of the bureaucracy and all of its works in the next paragraph, or page, or chapter.

They will find, instead of explosive demolition, cumulative evidence that in the last 30 years America has slowly come to recognize that rugged, individualistic, self-sufficiency is not the implacable foe of the public welfare and domestic tranquillity. Those founding ideals must now exist in a world of growing interdependencies. These readers will be glad that Mrs. Grace Kelleher said to you, "In Government you can do whatever you have the capacity to do."

Those who read about Government because they want to do so, because they believe they should, or because they have a latent desire to know more about the operation of the central mechanisms in a democratic society, will find themselves feeling a satisfying excitement. They will talk about your book. From time to time, they will go back to it to seek facts or to reread some of your extraordinary vignettes. What is more important, they will use both as evidence to help them refute the unthinking complaints about Federal activities which sooner or later come into almost every conversation about Federal activities and affairs.

When you criticize, you do not scold. You appeal to good sense, and in Government that is far more effective than tongue lashing. Even in your gently pitying chapter about the failure of congressional machinery to protect the Members of the Congress from their personal idiosyncracies, you temper complaint with understanding, not cynicism. You treat both the executive and the legislative branches with equal respect for their attempt to be representative of an American way of life, even if it is not *the* American way of life.

We who have given our working lives to Government appreciate your courtesy and restraint. I, for one, acknowledge our debt of gratitude to you with thanks and open-faced joy. We know that we can be mean, petty, discouraged, and discouraging, but we can also be honest, industrious, imaginative, and possessed of ideals for which we are willing to suffer. It is this side of public service which few writers take the time to make clear. We know that we live in "a city of crisis and chatter, analysis and anecdote," and we are glad that it can be so described without expression of a stern moral judgment that, of course, the chatter and anecdote are entirely our fault—a contrived escape mechanism from our own incompetence.

I have no regrets that for 31 years I have found the Federal Government an exciting and inspiring place to work. The artificiality of some of the more silly official "musts" has bored me, but it has not made me, or thousands like me, cynical. I rejoice that an observer knows the difference and defends it. I have found no time for complacency. With every passing year my respect for career colleagues and their political superiors, for the Congress and for its Members, has become evermore tightly nailed down by conviction that the great experiment of an extraordinarily large and complex central Government is not a far departure from democratic principles and republican hopes.

Throughout the years, however, I have been disappointed that authors and scholars who come to study our Government have so seldom been willing to introduce us either to ourselves or to our public, without rancor and without appearing to consider us at best a little dull, and at worst disreputable if not dishonest, spending our years either in timeserving or in advocating highly questionable causes.

At the beginning of this letter I paid a compliment to your accuracy. I meant the compliment, and I think you will not be upset if I charge you with occasional editorial slips and minor factual inaccuracies. I shall give you only two examples. That great and capable lady who served so long and admirably as personal secretary to the Secretary of State (until her recent marriage) was Phyllis Bernau, not Phyllis Bernan. First editions sometimes acquire added value because of such editorial slips. Someone gave you a bad figure on State Department employment. Its total employment is much nearer to 25,000 than to 42,500. Even if the employees of the Agency for International Development and the Peace Corps are added in, employment in all three agencies is only about 40,000. Considering the thousands of factual statements which you use to describe, explain, and interpret the Federal structure, you have a record of accuracy exceeding those supposedly impeccable documents known as doctoral dissertations.

Now that I have met you, Mr. Weaver, and have learned that you do not apply the "out of sight out of mind" maxim to your book, I urge you to talk about *The Great Experiment* in public. There is no audience which will not benefit from hearing you. You have a message which will help us all, public servants and private citizens, to become better Americans. You can reinstill in us that combination of humility and determination which is necessary to make the institutions of democracy work. If you can reach student audiences, so much the better. It is they who must accept the challenges of Government service in the years ahead. Like the President of the United States, none of them should be "long permitted to forget the possibility of being reduced by the poverty of the world's political leadership to this last coin in earth's wealth of living things."

Sincerely,

Roger W. Jones

Roger W. Jones
Special Assistant to the Director
Bureau of the Budget

"No business more important . . ."

THE PEOPLE BUSINESS OF GOVERNMENT

by **HUBERT H. HUMPHREY**
Vice President of the United States

TODAY, I WANT to first salute the members of the Commission. We are very, very proud of them—very, very proud of the quality of these Commission members and of the staff.

Today we have a birthday party too, and I'm strong for birthday parties. We celebrate the 82d birthday of the competitive civil service merit system in the Federal Government, and I congratulate those of you in the Federal career service who are being honored for your contributions to the American people and to the cause of effective government. Because let the record be manifestly clear—there isn't any such thing as good government and effective government without dedicated public servants, and if there ever were a group of unheralded heroes in the cause of freedom that group is the Federal, State, and local public servant that gives unselfishly, wholeheartedly of his or her time, talent, and energy to the common good and to the public good. You are in fact the guardians of the trust which the American people, acting through their elected representatives in the Congress and in the Presidency and the Vice Presidency, placed in your hands with the passage of the Civil Service Act of 1883. And I want to testify today for the American people. I come here before this jury to offer this evidence. You filled that trust with honor, with fidelity, and with distinction.

HIGHEST STANDARDS

Now I maintain a very deep and abiding respect for the individual members of the Federal career service who shoulder the responsibility and the burden of making this Government faithful and responsive to all of the people. It is one of America's great shortcomings that so few of our outstanding civil servants receive the recognition and the appreciation that they so manifestly deserve. In fact, what happens is that we cast about all sorts of epithets about the bureaucracy. Whenever you haven't anything else to say, you can condemn the bureaucracy, but the fact is you cannot run a government without a bureaucracy any more than you can run a corporation without a private corporate bureaucracy. It takes trained staff personnel, and call it what you will, you can't go out in the street and just pick up people in the middle of the afternoon and operate General Motors or Bell Telephone, and you can't walk out onto the boulevards of the Nation's cities and just select people hit and miss and operate the biggest enterprise in the world, the Government of the United States.

I happen to be one that believes that some of the best standards—the highest standards of personnel administration—are to be found right here in the Federal Establishment.

In his State of the Union message, President Johnson told the Congress and the American people, and I quote him:

> **We want to establish a harmony between man and society which will allow each of us to enlarge the meaning of his life, and all of us to elevate the quality of our civilization.**

That's the definition of the Great Society. The Great Society isn't just more of the material things of life—it isn't just more money—it isn't just more luxuries—it isn't just more of the things you can touch and feel. It's really more of an appreciation of the great cultural heritage that is ours and the extension of the blessings of that cultural heritage to every man, woman, and child within the jurisdiction of the Government of the United States and the boundaries of this Great Republic—the richness and the fullness of life spiritually,

From his address as Vice-President-elect, January 15, 1965, on the occasion of the 82d anniversary observance of the Civil Service Act of 1883. Delivered in Civil Service Commission auditorium, Washington.

culturally, artistically, as well as economically and politically.

Our basic task, the President emphasized, is threefold: first, of course, we must keep our economy expanding and growing because we have a growing population. Second, and I think this is very important, we must open for all Americans, and let me underscore the word "all" Americans, the opportunities now enjoyed by most Americans. It is just as evil to discriminate through a course of poverty and thereby deny the people a chance to make their contribution to this great Republic of ours as it is to discriminate on the basis of race or religion or national origin. I'm one that believes that we need everybody. I don't think that in the competition that we face in this world we can afford to have any people behind the lines that are not in the battle. And thirdly, we must improve the quality of life for all. This isn't removed from the Federal service because this is a government of the people, by the people, and it must be one for the people. And you are the people in the Federal service that are the custodians, the stewards so to speak of the public trust, of every objective of the Great Society, of every objective of our Constitution, of every objective of the moral values of our society, and Federal career employees working with their fellow employees at State and local levels and working with private citizens and private groups can and will assume much of the responsibility for accomplishing these principal objectives that I've mentioned.

DOCTRINE OF EXCELLENCE

It seems to me what we need in America more than anything else today is motivation. Incentives, yes—but motivation. Every American ought to be so proud of this country and this day and age—if he's traveled any place else—that he wants to love it with all of his heart and soul and that he feels a personal responsibility to help it, to make it better. There needs to be some kind of patriotic motivation in this Nation.

Our astronauts, you know, are really quite an inspiration to some of us. I'm chairman of the Space Council after January 20. I've been studying a little bit about the work of that council, and these astronauts don't settle for just OK. You know you see—talk to your sons and daughters, members of your family, and they'll say "how you doing in school?" "OK." "How's the job coming?" "OK." You know what that means—getting by. You know it. That astronaut, if he just gets by, he's gone. He can't afford just to get by. He'll never come back. He'll go way by. When he answers that call, as he did in the Mercury program, from Cape Canaveral, he says "A-OK." which means perfect—excellent—not just getting along. If that poor soul up there in orbit is just getting by, he's done had it. He knows that he's got to be on course on time—precision—A-OK.—excellence, and this retired Senator, this private citizen believes in the doctrine of excellence. I don't always live up to it myself, but I believe in it. I want to have it as a measurement, and I think we need that in the Federal civil service. I think we need it in everything we do in this Government. I think we need it in industry. When I read the reports of the *Thresher,* the atomic submarine, and the possibility that there may have been a defect, it wasn't good enough just to meet the standards. It's got to be better than the standards that just get us by. And, my fellow Americans, it isn't going to be good enough in the years ahead just to do as well as we used to do, because the competition is rougher. You're going to have to do better. It's true of your young people going to college.

What we're really doing, therefore, is seeking to accomplish things never before achieved by civilized man. That's the wonderful part of living in 1965—the second half of the 20th century. We dare to try things that nobody even dreamed of, or if they dreamed, they didn't tell anybody. We're daring all sorts of things and what an exciting experience! Why, we're seeking to banish poverty, which has been as old as man himself, from the face of this earth. We're seeking to banish ignorance, which has been man's mortal enemy since the dawn of history. We're seeking to ban and do away with prejudice and discrimination, which is as old as the tribes of Israel. We're seeking to banish disease from our shores, and we're really saying frankly that there needs to be no poverty, there needs to be no hunger, no discrimination, no illiteracy, no ignorance, and why—because today, for the first time, we have the means of being able to do something about all of these things.

WITHOUT EXCESSES

Now, this historic task demands from each of us in the Federal Government the willingness to work and a determination to continue the war on poverty, yes, the struggle for a better life, yes, and the war on waste. We can, through ingenuity, commonsense, and determination, undertake the new programs outlined by President Johnson, and maintain at the same time essential established programs without excesses in new employment or in new expenditures.

Now, I'm going to be very blunt with you. I've been in Congress a long time. I've been in public service quite a long time—20 years—and I know that in order to be a liberal you don't have to be a wastrel. I know that in order to be progressive you don't have to be profligate. As a matter of fact, those of us that claim the honored title of progressive or liberal or humanitarian have an extra obligation to see to it that there is no waste of human resources, waste of talent, waste of potential ability, waste of dollars, waste of time.

Time is important, if you use it. And time can be destructive if you don't use it. Resources are here to be used—not to be wasted. And we can launch these new programs that we legislate and do the job without undue

or unnecessary cost, but to do this we must possess the courage and the insight to distinguish the important from the unimportant, the significant from the insignificant, and the essential from the nonessential, and we must fill a necessary job with the person best qualified to fill it. And we must abolish some jobs that no longer perform a useful and needed function.

I don't believe that the Federal Government has any responsibility or any duty to maintain livery stables in the age of the automobile, just because some people like to groom horses, or just because there may be horses in your district. I happen to believe that it's a whole lot better to do the job that needs to be done for this time and period and these people now than it is to prove that you're a great defender of the public interest by defending something which has no useful purpose any longer. And as the Vice President of the United States, and one that the President will, occasionally, I hope, and he has, share his thoughts with, whatever duty he gives me in looking over budgets, looking over programs, I'll be true to my convictions of being deeply interested in humanity, being deeply interested in humankind and the enlightenment of humankind. But I am also going to be well aware that there are limits to costs, and that the duty of a man in public life is to do what is right and to do that which he truly believes will gain the most for his country and the people that he is privileged to serve.

But I want the record clear that despite these changes and great challenges in programs, policy, and demands, the number of Federal employees has declined in relation to our population. In the last fiscal year, for example, Federal civilian employment in the executive branch dropped almost 22,000 from the number on the rolls the previous year. This is an accomplishment for a growing country and it means that the Federal employee is working harder. It means there's better management, and it means there's a President that intends to get a dollar's worth of work and service out of a dollar of Federal expenditures. And don't think he doesn't mean it. I've been associated with that man for a long time. One nice thing about our President, he's never heard much about the word "vacation," at least for those with whom he works closely, and he believes in hard work. For employees, career workers, he believes in good Federal standards. That's his record in the Congress. That's his record as President, but he believes that we ought to deliver when we're on the job. So do I.

UNPRECEDENTED OPPORTUNITY

This is surely an exciting and challenging time then, isn't it? To be a part of the Federal Government and the Federal career service. We have an unprecedented opportunity to join with our President in extending the bounty of this land to all of our citizens and in carrying forward the struggle right here at home for freedom, for justice, and for opportunity—and to carry that struggle on throughout the world. The past accomplishments and the present competence of the Civil Service Commission and the Federal career service make me predict confidently that you will accept this opportunity and that you'll accept this challenge with enthusiasm. In the words of your Chairman, who has so many duties these days, Mr. John Macy, you are in the people business of government—no more precious commodity, no more important business, and there is no business more important in our efforts to build the Great Society in a better America.

STATEMENT BY THE PRESIDENT TO THE CABINET

March 25, 1965

I WANT TO MAKE ONE THING unmistakably and indelibly clear to every Department, every Agency, every office and every employee of the Government of the United States.

The Federal service must never be either the active or passive ally of any who flout the Constitution of the United States.

Regional custom, local tradition, personal prejudice or predilection are no excuses, no justification, no defense in this regard.

Where there is an office or an officer of this Government, there must be equal treatment, equal respect, equal service—and equal support—for all American citizens, regardless of race, or sex, or region, or religion.

Public service is a public trust. I would call upon every Federal civilian employee to remember that he bears a high and solemn trust to the Constitution under which he serves. If all about him—neighbors, friends, fellow townsmen, even family—falter or fail in respect for the constitutional rights of others, the public servant in the service of his country has a duty to protect, defend, and uphold those rights by word and deed.

The Federal service asks no conformity—no uniformity of thought and no unanimity of vote. But where constitutional rights are concerned, the country can ask no more—and accept no less—than uncompromising devotion to the Constitution itself.

I am asking the heads of each Department and Agency to communicate this to every office and officer, whatever their rank or position, of the Federal service and to take all appropriate measures to assure full compliance with the spirit of the law that governs and guards us all.

Civil Servants at Work:

Vital Link In America's Defense Chain

HALF OF THE FEDERAL BUDGET is committed to national defense, and close to half of the Government's civilian work force is committed to the same cause. More than a million of Uncle Sam's civilian employees work for the Department of Defense in direct support of America's uniformed forces.

On the occasion of Armed Forces Day, May 15, these unheralded men (and women) behind the men behind the missiles rate a special salute and "well done"—along with the military personnel they assist—for the day-to-day contributions they make to the defense mission.

As active partners of the uniformed personnel of the Army, Navy, Air Force, and Marines, they form a vital link in America's defense chain. Like their military partners, they serve throughout the United States and around the globe to provide "Power for Peace" and a bulwark against aggression for the Free World.

They work at hundreds of laboratories, navy yards, arsenals, air bases, offices, and other installations at home and abroad. More than 360,000 of them work in support of our soldiers; 325,000, our sailors and marines; and 291,000, our airmen.

They conduct scientific research, perfect and test new weapons, devise better bridges, build and repair ships and submarines, procure food and other supplies, assure that missiles and planes meet standards of performance and safety, maintain personnel records, and process payrolls. And they provide a multitude of important services for our fighting forces to assure their readiness and ability to respond in any emergency.

More than half have themselves seen military service in time of war. As veterans they have a special knowledge and appreciation of the needs of the uniformed personnel they work to support.

The skills and abilities of civil servants in the defense effort range from laborer and craftsman to typist and top administrator.

The 470,000 who are wage-board workers include machinists and metal workers, pipefitters and painters, electricians and electronic equipment specialists, warehousemen and instrument makers, mechanics and model makers, and aircraft and radar repairmen. The more than 530,000 white-collar employees of the Army, Navy, and Air Force include scientists and stenographers, chemists and contract officers, engineers and editors, mathematicians and metallurgists, architects and aerospace technicians, psychologists and physicists, meteorologists and managers—and many more skilled specialists needed to support a modern military machine.

Wherever they work, whatever they do, they are committed in common cause with the uniformed forces they support so well—truly a "vital link in America's defense chain."

STANDARDS and TESTS

ONE OF THE Civil Service Commission's most important position classification standards of recent years—Part II of the Supervisory Grade Evaluation Guide—has just been published. This guide is designed to promote consistency in classifying many responsible supervisory jobs, and to fill a major gap in the Commission's classification standards coverage. It is estimated that the guide directly applies to about 40,000 to 50,000 positions involving the supervision of professional, technical, and administrative work. Supervisory positions in over 200 occupations, and in every Federal agency, are covered.

The primary purpose of any classification standard is to serve as a yardstick to measure the grade-level value of the position covered. In addition, classification standards serve other management purposes. This Guide covers a significant segment of jobs—all of them vital to the management and mission of their organizations. The key nature of these positions gives special significance to the broader management uses of the Guide in the total management process.

Part II has its roots in the Commission's decision some years ago to discontinue, with few exceptions, specific coverage for supervisory positions in each separate classification standard. This decision recognized the practicability of developing a general standard for the classification of supervisory jobs, and the numerous advantages of such a standard.

Such a standard was practicable because a body of common elements which affect the difficulty and responsibility of supervision could be identified and expressed by appropriate criteria for job evaluation purposes.

SOME MAJOR ADVANTAGES of a broad standard for supervisory positions follow. It—

- simplifies the standards structure
- makes for equity across occupational lines
- eliminates the need for description of supervisory levels in standards for many individual occupations
- speeds the development of standards
- realizes economies through saving the resources used in printing, maintaining, and reading the repetitive material in many separate standards dealing with supervisory levels
- provides a common base upon which guides for the selection and development of supervisors can be constructed.

These advantages have to a great extent been realized in Part I of the Guide, published in 1959. Part I, a standard for supervisors of clerks, office machine operators, subprofessional aids, and similar types of jobs, is a companion of the newly issued standard. Part I has proven itself in use during the years since 1959. Agency reports and reactions have been notably and wholeheartedly favorable. Only minor modifications, accomplished through two explanatory memoranda, have been necessary during that time. With the publication of Part II, Part I has been reprinted to incorporate the explanatory material into the standard itself.

Part II has been developed to extend the advantages of the broad standard for supervisory positions to supervisors of professional, technical, and administrative work. It fills the gap created by the earlier discontinuance of supervisory standards for these occupations. A separate standard was required to take into account fundamental differences between the demands of jobs of supervisors of professional and administrative work and the jobs of supervisors of clerks and aids.

Part II has been in the making for more than 2 years. Its formulation involved extensive contact and consultation with representatives of Federal agencies—even more extensive than is customary. This entailed widespread visits to agencies for the purpose of factfinding, background study, desk-audits, interviews with top supervisors, managers, and personnel specialists. The first tentative draft, because of the magnitude of the study and the intense management interest in it, evoked a tremendous response of comment, criticism, and suggestion. The volume of the response was overwhelming, the quality of the comment was impressive. Two additional drafts for review and comment were subsequently circulated to a smaller number of representative agencies and to interested offices within the Commission. At each stage, trial application to hundreds of jobs constituted a vital part of the review. The comments responding to each of the drafts resulted in significant improvements and refinements both in the portrayal of supervision and in the evaluation criteria in the published standard.

What It Is

Part II is the new and, at this time, the more significant part of the Guide. This new part applies to a great number of supervisory jobs in many occupations. Broadly categorized, these are the professional and administrative occupations covering the span from accounting to zoology; for example, archeology, aerospace engineering, oceanography, and meteorology. Personnel management, digital computer systems analysis, and supply management are among the administrative and management occupational areas covered.

The standard defines the minimum requirements of supervisory responsibility for identification and coverage. It also defines the basis for exclusion of truly managerial positions. For purposes of establishing the grade level of a supervisory job, the evaluation criteria are set forth in four factors.

Factor I—*Base Level of Work Supervised*

This factor provides clear-cut criteria by which to assess the essential worth of the work supervised. Sometimes this is easy to determine. For those situations where it is not easy to establish the grade level which characterizes the essential level of difficulty and responsibility of the work supervised, the guide gives rules for dealing with the problem of constructing the proper level. For example, where there is a significant number of trainee or developmental-level subordinates, there may be a "constructed" base level—the grade level which applies to full performance of the work.

Factor II—*Nature and Extent of Supervisory Responsibility*

This factor identifies and describes supervisory duties and responsibilities, defines the minimum supervisory assignment for which the guide is appropriate, and provides qualitative and quantitative criteria for determining levels or degrees of supervisory responsibility.

Factor III—*Managerial Aspects*

This factor measures managerial aspects of a supervisory assignment not taken into account in the first two factors. Examples of these are (1) decisions which have an impact on relationships with outside groups and (2) basic program planning and evaluation activities.

This factor treats the knotty problem of distinguishing between supervision and management. For evaluation purposes, the distinctions between the two had to be clarified. The whole guide reflects an awareness that all supervisors partake of managerial responsibilities in some degree. It also takes into account the fact that, in some positions, the managerial responsibilities override the supervisory functions which relate to the nature of the work supervised. Such positions must be evaluated on the basis of the managerial role rather than the supervisory assignment. Part II of the Guide identifies the basis on which to decide what positions are excluded from direct coverage for that reason.

Factor IV—*Special Additional Elements Affecting Supervisory Work*

This factor takes into account elements not measured in the previous factors, such as changing work situations, variety, and special technical demand.

GRADE DETERMINATION is not a simple or mechanical process. After a job is evaluated in terms of these four factors, a comprehensive evaluation must be made before a grade is assigned. This comprehensive evaluation takes into account the total situation affecting the job. Illustrative considerations include (1) the existence of weakening elements or depressing influences exerted on the job, (2) alignment with other properly classified positions, and (3) the magnitude or breadth of the band of difficulty represented by the grade level tentatively identified by factors I and II. This comprehensive evaluation results in establishing the GS grade which best expresses the worth of the position.

Its Relationship to Position Management

In addition to its usefulness in evaluating positions consistently and equitably across agency and occupational lines, the Supervisory Guide also has potential value as a broader management tool.

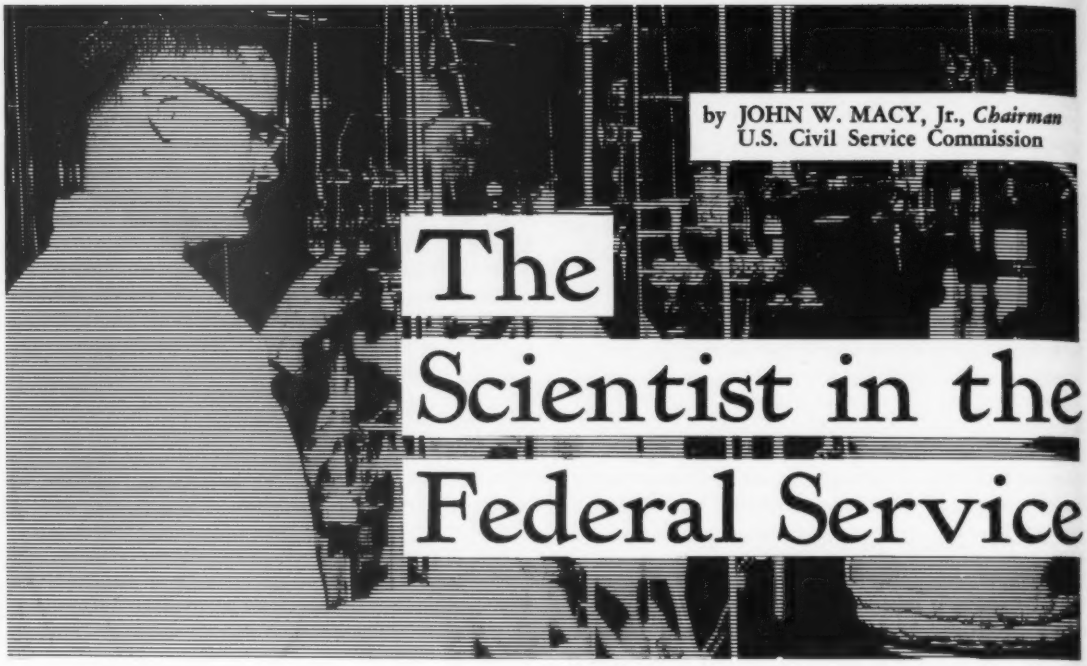
Its use as a position evaluation tool and its use as a broader management tool are completely compatible because of their close interrelationship. As the guide states, "Proper classification of supervisory positions requires systematic analysis of duties, responsibilities, and qualification requirements, as assigned by competent management authority. Proper organizational arrangements (i.e., the assignment of responsibility and authority for functions, program areas, staff, etc.) requires this same kind of analysis to provide a solid basis for the management decisions which lead to the creation, abolition, or modification of supervisory jobs."

THE INTRODUCTION CITES as an illustration of a problem which has long plagued classifiers and managers, ". . . the assumption that each succeeding organizational layer of supervision automatically warrants an additional grade level. This assumption can sometimes lead to a proliferation of layers of command beyond a useful management purpose. This guide can help in dealing with this problem because it makes it clear that grade level differences between supervisory positions at different levels can be justified *only* by reference to actual and substantial differences in difficulty and responsibility. Thus, the guide definitely can result in a supervisory position being properly evaluated at the same grade level as another supervisory position below it in the chain of command. Of course, if this guide casts serious doubt on the need for grade level difference between two successive supervisory levels, management will want to review the necessity for this particular organizational structure."

Some of the ways the guide can contribute to sound position management are:

—It provides a common basis for understanding of what constitutes "full" supervisory responsibility.
—It portrays the basis for distinguishing what, apart from organizational level, makes one supervisory assignment significantly more difficult and responsible than another.
—It identifies distinctly managerial aspects of supervisory positions.
—It promotes clearer description of duties.
—It serves to highlight, and thereby counteract, unwarranted fragmentation, overlapping, and layering.
—It lends itself to use as a management tool in planning a new organization or restructuring an old pattern.

—William R. Collins
Paul R. Turosak



The Scientist in the Federal Service

by JOHN W. MACY, Jr., *Chairman*
U.S. Civil Service Commission

IN AUGUST OF 1964 the Civil Service Commission issued new salary schedules for scientists and engineers in the Federal service, setting pay rates for many professional engineering, scientific, and medical positions even above the newly enacted rates of the general salary schedule. The Commission took this action under the authority of the Federal Salary Reform Act of 1962, on the basis of a decision that the higher salaries were necessary to meet nongovernmental pay standards in occupations in which there is a shortage of manpower.

This singling out of science for special attention is not new in the Federal Government. Salary reform of the past 2 years caps a decade of legislative and administrative actions that have been taken to keep the Government's personnel system responsive to the requirements of science and technology. Within the last 10 years employment conditions for the scientist in the Federal service have been radically improved.

Ten years ago there were 56,700 Federal employees in the physical and biological sciences and 60,500 in engineering, altogether making up 9 percent of the Federal white-collar work force. Now there are more than 71,000 in science and 116,000 in engineering, constituting 11½ percent of the white-collar work force. Moreover, from 1951 to 1962 Federal employment of white-collar workers increased by 28 percent, while employment of blue-collar workers decreased by 19 percent.

The impact of science and technology has changed the whole makeup of the Federal civil service, and is still changing it, day after day. Today there are more professional physical scientists than general clerks, and more engineers than typists.

Scientific research and development are carried out in 25 Federal departments and agencies, principally in the laboratories of the Departments of the Army, Navy, and Air Force, the National Aeronautics and Space Administration, the Atomic Energy Commission, the Department of Agriculture, the National Institutes of Health, the National Bureau of Standards, the Department of the Interior, the Federal Aviation Agency, and the Veterans Administration. In addition to the work of Government scientists, a great deal of Government research and development work is done not in the Government's own laboratories but by universities, private companies, and nonprofit organizations under contract. But where this is the case, Federal scientists have the responsibility for leadership, for directing and reviewing, and must also do enough research on their own to maintain their expertise. The quality of the Federal scientific effort is crucial to our Nation's success. To meet this goal the Federal personnel program for scientific manpower must be maintained at the highest possible level of effectiveness.

GOVERNMENT INCENTIVE AWARDS

A review of significant changes in that program might well begin with an outstanding legislative step taken 10 years ago, the Government Employees Incentive Awards Act of 1954. Under the authority and the stimulus of that law a great many means for encouraging and rewarding excellence on the part of employees have

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been developed, particularly for recognizing scientific achievement. Cash awards of up to $25,000 and honorary awards ranging from an official commendation up to the President's Award for Distinguished Federal Civilian Service have been made to scientists and engineers. Of the 16 largest cash awards made under the Act—$5,000 to $25,000—13 were given for scientific and technical achievements.

Three cash awards of $25,000 have been made: to William B. McLean of the Navy for development of the Sidewinder Guided Missile Weapon System; to a team of five scientists at the Army's Harry Diamond Laboratories for microminiaturization of electronic parts; and to a team of three scientists at the Army's Picatinny Arsenal for work in nuclear weapons development.

Of the 35 recipients of the President's Award, 15 have been career scientists. They are Sterling B. Hendricks, William B. McLean, Doyle L. Northrup, Hazel K. Stiebeling, Wernher von Braun, Hugh L. Dryden, Winfred Overholser, Robert M. Page, Wilbur S. Hinman, Jr., Robert R. Gilruth, Donald E. Gregg, Waldo K. Lyon, Frances O. Kelsey, Fred L. Whipple, and Herbert Friedman.

Federal agencies engaged in scientific work have established a number of special medals or awards for achievement in research for technical papers, and for inventions. The Incentive Awards Act has stimulated considerable ingenuity in establishing programs of these types.

EMPLOYEE TRAINING

A second highly significant legislative step was passage of the Government Employees Training Act of 1958. The enactment of this law—long sought by the Civil Service Commission—was a landmark in the Government's pursuit of excellence. Its many flexible provisions are especially suited to keep the scientific and technical staff of Federal agencies abreast of rapidly changing developments.

The Training Act authorizes employee training at full pay within the Federal agency or at colleges, universities, professional institutes, industrial laboratories, or research foundations; full or partial payment of tuition and related costs; payment of travel expenses and registration fees for attendance at professional meetings; and cooperation among agencies in opening up training courses across agency lines.

A number of agencies are using this authority to send staff members to universities for full-time training for periods of as much as 1 year. In addition, several laboratories have worked out arrangements with nearby universities under which senior faculty members give graduate courses at the laboratory.

Passage of the Training Act has encouraged the Civil Service Commission to set up interdepartmental training programs. These now include a wide range of management training courses, many of them specially designed for science administrators and for scientists moving into administrative positions in which they need training that was not a part of their academic background. Some representative course titles are as follows: Introduction to Science and Engineering in Government; Management Institute for Supervisory Scientists and Engineers; Management of Scientific and Engineering Organizations; and Institute for Executives in Scientific Programs: Science and Government Policy.

MERIT PROMOTION

An important administrative step was taken in 1958: the establishment by the Civil Service Commission of the Government-wide merit promotion program. The essence of this program is the selection of the best-qualified employee—not just the fellow at the next desk—when a position is to be filled by promotion. Under general standards issued by the Commission, each agency develops a promotion plan to suit its own situation and to insure that a wide area will be searched for the best-qualified candidate. Seniority is not a factor. Some Federal agencies convene panels of senior colleagues to consider the candidates; thus, professionals are rated for promotion by experts in the area concerned.

SALARY REFORM

The next great landmark in the development of the modern Federal personnel system was the Federal Salary Reform Act of 1962, which enunciated a revolutionary principle: "Federal salary rates shall be comparable with private enterprise salary rates for the same levels of work."

This comparability is achieved through annual surveys by the Bureau of Labor Statistics and recommendations by the President to the Congress for any action he considers justified.

The 1962 Salary Act included several special features that help the Federal service attract and retain high-quality personnel and stimulate excellent performance. One of these was the special salary-rate authority mentioned in the opening paragraph of this article. Pay differentials between grades were increased for the middle and higher grades, and pay steps within the grade were also increased. (The classified salary structure consists of 15 regular grades and three "supergrades." There are several levels or steps within each grade, except for grade 18, the highest.) In addition to the regular periodic within-grade step increase, an additional step increase can be granted for high-quality performance; also, the regular within-grade increase can be withheld if work is not of an acceptable level of competence.

Professional positions in the physical and natural sciences, medicine, and research engineering were removed from the restrictions limiting the number of posi-

tions in grades 16, 17, and 18 (the "supergrades"). Federal agencies may now recommend to the Civil Service Commission, for its approval, inclusion of as many such positions in those grades as duties and responsibilities warrant. This change goes far toward eliminating a potent barrier to the proper matching of pay and responsibility at the highest levels.

In 1964 a second Government Salary Reform Act was passed, which accomplished two things of enormous importance.

(1) It enacted the first comprehensive adjustment of compensation for Federal executives since 1956 and the first full and realistic realignment of Federal pay rates, from top to bottom, for all branches of Government. Not only will the pay adjustments for the top appointive posts permit able people to serve the public without great personal sacrifice but the more realistic rates for these positions will relieve the compression on the career salary scale and permit the upper grade rates to rise in proportion to the lower grades.

(2) It reaffirmed legislative commitment to the principle of comparability by providing, in accordance with the President's request, for a further increase in career salaries following a rise in pay levels of private industry.

We know that to most professional personnel the question of pay is not of top importance, but the contrast between our Federal salary system of today and that of just 3 years ago is so great that it merits special attention. Let me give a few examples. In 1961 the standard professional entrance-level salary (in grade 5) was $4,345; now it is $5,000; the special rate for shortage-category scientists, engineers, and technologists at that grade is $5,990. In 1961 the regular salary for grade 15 was $13,730; now it is $16,460, and for Manned Space Flight Systems engineers in the Washington, D.C., area it is $18,170. In 1961 the highest salary in the General Schedule, grade 18, was $18,500; now it is $24,500. If a reasonable degree of comparability is maintained, there will be no occasion for such drastic changes in the future.

RECRUITMENT FOR QUALITY

While these legislative and administrative actions were being taken, constant improvement was being made in Federal recruiting practices, with emphasis on the recruitment of college students of high quality. For example, we now offer initial appointment to graduates with superior academic standing at grades higher than those they would otherwise qualify for. Also, in shortage occupations, officials of Federal agencies can make immediate offers to well-qualified candidates on the assumption that their names will be high enough on the appropriate register of eligibles when the grading of the civil service examination they have taken is completed. A number of other measures have been taken to speed up the competitive examining and appointing system so as to get the best people on the job in the shortest possible time. Advancement, I may add, is very rapid up to the middle grades; it slows down, of course, as the pyramid narrows toward the top.

CLASSIFICATION OF POSITIONS

Position classification in the Federal civil service—the process by which the grade and salary level of a job are determined—is a flexible procedure in scientific fields. Traditionally, "the position, not the person, is classified," but in determining the grade level of research positions the qualifications, professional stature, and scientific contributions of the scientist are primary considerations. Also, the job can be tailored to fit the qualifications of an outstanding scientist.

There is a wide-spread impression that a scientist in Government must become an administrator in order to reach the top. The truth is, however, that classification standards provide a dual career ladder, so that the creative researcher can advance in grade without taking on any supervisory duties. In fact, the Commission's *Guide for Appraisal of Scientific Positions Proposed for GS–16, 17, and 18* specifically provides that nonsupervisory positions can be evaluated as high as grade 18—the very top. By adjusting the classification system in these and other ways, the Commission endeavors to keep it responsive to changing technology and the latest findings of social science research.

A CREATIVE ENVIRONMENT

The Civil Service Commission communicates regularly with various scientific and engineering groups and committees that are concerned with improvement of the quality of Government science—for example, groups set up under the Federal Council for Science and Technology and the National Academy of Sciences—and action has been taken on a great many of their recommendations. As the Government's central personnel agency, the Commission is specifically interested in projects to improve personnel management in agencies concerned with scientific research and development. To this end we participate actively in identifying problem areas through periodic personnel-management reviews in the agencies and through conferences with science administrators, laboratory directors, and agency managers, giving assistance or advice wherever needed. Our aim is to free the scientist from petty annoyances and to stimulate creativity.

Within the framework of Government-wide personnel laws and policies, agency and laboratory directors can maintain a creative environment by providing privileges and recognition for their scientific personnel. This is done in ways such as the following: by (i) encouraging staff members to attend meetings of professional societies and to publish in professional journals; (ii) giving them credit lines on official publications of the laboratory; (iii) giving them freedom to teach and serve as consul-

tants on the outside, and to write books; (iv) maintaining a liberal patent policy; (v) providing reasonable flexibility of working hours; (vi) establishing meaningful professional titles; and (vii) encouraging coworkers of different grades to consider themselves colleagues, not boss and subordinate.

In the Federal service there are some restrictions regarding conflict of interest and disclosure of classified material, but otherwise laboratory directors are given considerable discretion in using the measures listed above to build the type of environment they seek.

ADDITIONAL NEEDS

There are still some weaknesses in the Federal personnel system which we are working to correct. For example, we badly need reforms in two aspects of policy related to travel: (i) we need authority to pay travel expenses of candidates who come to the laboratory for visits and interviews, and (ii) we need to provide more adequate reimbursement when employees are required to move in the interest of the Government.

In both these respects industry is far more generous than we are. We have proposed legislation to provide the authority that is required.

SUMMARY

The plus factors of the Federal personnel system for scientists may be summarized briefly as follows:

(1) We have a modern, progressive personnel system which compares very favorably in most respects with that of a good private laboratory.

(2) Although our pay scale may still be a little below that of private employment, great progress has been made in the past 3 years, and we are now catching up rather than falling further behind.

(3) We do about as well as private employment with respect to benefits such as group life insurance, health insurance, and retirement, although some companies pay a larger share of the costs.

(4) We have a generous and flexible leave system.

(5) We are especially strong on promotion programs, incentive awards, and career development opportunities on the basis of merit and demonstrated competence.

But it is not primarily because of these fundamentals of a good personnel system that the Federal Government as an employer strongly attracts many people in scientific research and development. More important are some special factors: challenging scientific missions; an impartial and scientific environment; freedom from involvement in scientific trivia; good equipment and respected colleagues; and, finally, an opportunity to render service to the entire Nation. These are the elements that basically characterize scientific programs in the Federal service, and they are always present.

RECRUITERS ROUNDUP

Here are some questions that might be covered in a periodic evaluation of a recruiting program. They were suggested by recruiting experts from industry, colleges, and Government, who participated in a Training Institute for Recruiters conducted by the Civil Service Commission recently.

- Are vacancies being filled with high quality persons? Is the agency getting an adequate intake of talented young people who have the potential for higher level positions?
- What recruiting sources have been most productive? Which have been least productive? Why?
- What recruiting techniques have been effective or ineffective? Why?
- What has been the cost per hire? How does this cost compare to last year's costs and to the experience of other organizations doing similar recruiting?
- What do statistics show on the number interviewed as compared to the number who applied, and the ratio of offers to acceptances? How do these ratios compare to the agency's experience last year and to other organizations doing similar recruiting?
- What influenced quality candidates to apply for positions in the agency? What had the greatest attraction to them? What aspects of employment in the agency discouraged quality persons from applying for or accepting employment?

HERE ARE SOME techniques which might be used in gathering the data needed to evaluate a recruiting program:

- Keep records on the cost of recruiting covering salary, travel expenses, printing, advertising, and similar items.
- Develop statistics on such items as the number of applicants and appointments from each recruiting source, the ratio of interviews to applicants, and the ratio of offers to acceptances.
- Ask new employees how they learned about employment opportunities in the agency and what influenced them most to apply.
- Conduct a survey of a sample of those who declined offers of appointment to determine why they did so and what would make an offer of employment in the agency more attractive to them.
- Conduct followups on new employees to determine how well the recruiting program is paying off in high quality employees.
- Get informal evaluations from recruiting sources and applicants on the quality of the agency's recruiters.

—Tom McCarthy

LEGAL DECISIONS

FEDERAL EMPLOYEES

Anselmo, et al., v. *Ailes,* District Court, New York, October 20, 1964. Plaintiffs had been discharged from their employment as New York National Guard technicians. They asked the court to order their reinstatement, contending that they were Federal employees to whom the procedures required by section 14 of the Veterans' Preference Act should have been applied. Other courts have held that National Guard caretakers and technicians are Federal employees for purposes of the Federal Tort Claims Act. This court said: "It is one thing to rule that employment exists when the statute considered is one under which Congress with liberal intent expressly conceded Federal liability on the same terms as would apply were a master sued, with local law controlling, for the act of his servant. It is another matter, however, for a court to find that the status of Federal employee exists with respect to persons whose activities merely serve to implement the administration of essentially State functions under Federal laws. Congress could have promulgated an employee status for civilian caretakers had it desired, but until it speaks precisely and in overriding fashion, this court is constrained to recognize as valid and binding the long established holdings of the Federal agencies vested with jurisdiction and charged with relevant duties which deny that status to persons circumstanced as are the plaintiffs herein."

COMPENSATION FOR INJURIES

In the matter of Elmer L. Cooke and Department of Justice, Employees' Compensation Appeals Board, November 6, 1964. Appellant was an assistant U.S. attorney who was injured in an automobile accident while traveling from his home to the courthouse for the trial of a criminal case. The general rule is that injuries to an employee while traveling between his home and a fixed place of employment are not in the course of the employment and therefore are not compensable. The Board found that the facts in this case warranted an exception to the general rule, stating:

"A second exception . . . affords coverage of the compensation law to the employee who leaves his place of employment under direction to continue his work at home, or who, as a consistent and recognized practice, performs part of his work at home. . . . [This] does not mean that an employee who carries home business papers or tools of his trade is by that fact covered by the compensation law during his journey to and from work. However, where the work is done at home by direction of and for the benefit of the employer, or where the work is regularly performed at home with the knowledge and consent of the employer, or where there is an essential continuity of the work done at home and that performed at the regular place of employment, the journey between home and 'work' is in the course of the employment."

CONFRONTATION OF ACCUSERS

Bennett v. *Freeman, et al.,* District Court, Missouri (WD), November 23, 1964. Plaintiff, a veteran, was removed from his position on charges. Quoting from the court's opinion: "Plaintiff's basic complaint is that he was denied a substantive right when he was not afforded an opportunity to confront his accusers prior to his discharge. He seems to urge that the oral and written procedures used by the department *prior* to adverse action are not adequate, and the allowance of a hearing at a later date does not cure this defect." The court held that the fact that a hearing follows rather than precedes removal from Government service is not offensive to due process.

TRANSFER OF FUNCTION

Colbath, et al., v. *United States,* Court of Claims, February 19, 1965. Plaintiffs were separated from the service because they refused to accompany their function when it was transferred from Portsmouth, N.H., to Mechanicsburg, Pa. One of their principal contentions before the Court of Claims was that the Commission's regulations which permitted this were illegal. They contended that under section 12 of the Veterans' Preference Act they had the choice of accompanying the transferred function to Mechanicsburg or being granted reduction-in-force rights in Portsmouth. The court upheld the regulations and dismissed the petition, stating in part:

"Section 12 states, without qualification, that when the functions of an agency are replaced by a transfer to another agency, the preference employees shall first be transferred to the replacing agency. Plaintiffs have pointed to nothing in the Veterans' Preference Act which denies the Civil Service Commission the authority to promulgate Circular 740 and Supplement No. 1 thereto. Since we have not found that Congress indicated an intention to the contrary, we conclude that these regulations were a valid exercise of the authority delegated to the Commission."

WITHHOLDING OF ANNUITY (HISS ACT)

Garrott v. *United States,* Court of Claims, January 22, 1965. Plaintiff was notified that his annuity was to be withheld because of alleged false statements as to his membership in the Communist Party made in connection with an application for appointment. By way of answer he requested a hearing at which the witnesses against him would appear. This was refused and the case was decided against him on the record. The court decided that this decision was unlawful and of no effect and awarded the plaintiff the annuity that had been withheld to the date of the judgment. Some of the highlights of

the court's opinion were the following:

"Within the past decade the principle has ripened, and is now in full maturity, that an agency of the Federal Government cannot, without permitting cross-examination and confrontation of adverse witnesses, take detrimental action against a person's substantial interests on loyalty or security grounds—unless, at the least, Congress (or the President, if he is the source of power) has expressly authorized the lesser procedure. *Greene* v. *McElroy,* 360 U.S. 474 (1959), is, of course, the prime statement and illustration of this standard. . . .

"The statute under which the Civil Service Commission acted here is undoubtedly the kind of legislation to which the test of *Greene* v. *McElroy* must be applied. . . .

"Under that standard, it is apparent that Congress did not give explicit or clear permission to dispense with the 'traditional and well-recognized safeguards' which would accord an annuitant, actual or would-be, 'the chance to challenge effectively the evidence and testimony upon which an adverse security [a fortiori, loyalty] determination might rest' (360 U.S. at 500, 502). . . .

"We think that Congress assumed that the annuitant would have, substantially, the major procedural protections available in the course of criminal trials—open presentation of the adverse evidence, the right of cross-examination, and the right to proffer his own witnesses and evidence. Those protections were admittedly not accorded to plaintiff."

LIFE INSURANCE

Kimble v. *United States,* Court of Appeals, District of Columbia, January 21, 1965. In the absence of a claim from the widow of a deceased Federal employee, the Metropolitan Life Insurance Co. paid the proceeds of his Federal Employees' Group Life Insurance policy to his two children. Later the widow filed suit claiming that the Civil Service Commission was negligent in failing to locate her and advise her of her right to file a claim. The court ruled against her, stating:

"The theory that the employer has a duty to alert claimants seems to be a new one in the field of group insurance. No cases were cited in the briefs and our research has revealed none in which a claimant sued on this theory a private employer who was the policyholder under a group insurance plan. There is no warrant in the statute for such an innovation."

INCENTIVE AWARDS

Denniston, et al., v. *Commissioner of Internal Revenue,* Court of Appeals, District of Columbia, January 28, 1965. Plaintiff received a cash award under the Government Employees' Incentive Awards Act. The court held that this money was includable in gross income for income tax purposes on the ground that the services which led to the award were performed in the course of the plaintiff's employment.

—John J. McCarthy

CSC CHECKLIST

A selection of recent CSC issuances that may be of special interest to agency management:

- Bulletin 772–7, Adverse Action Appeals Activity in Agencies and the Commission During Fiscal Year 1964:

  —releases statistics on adverse action appeals activity during fiscal year 1964 and compares them with those of fiscal year 1963, the first year that nonveterans had equal appeal rights with veterans under Executive Order 10987.

- Bulletin 531–25, Repeat Quality Increases:

  —answers questions that have arisen about the standard to be applied in considering whether an exceptional employee may be eligible for a second quality increase in the same position that he occupied when the first increase was awarded.

- FPM Letter 713–2, Equal Employment Opportunity Complaints by Federal Employees:

  —announces authority delegated to the Chairman of the Commission by the President's Committee on Equal Employment Opportunity to administer on its behalf certain aspects of discrimination complaints by Federal employeees and summarizes procedures for processing such complaints.

- Bulletin 316–5, Summer Employment Program:

  —outlines conditions for appointment to temporary positions in the Federal service during the summer of 1965 and gives specific examples of the application of the Commission's regulations on summer employment, including the nepotism restrictions established in 1964.

- FPM Letter 571–24, Payment of Travel and Transportation Expenses Under Public Law 86–587; Additions to the Manpower Shortage List:

  —adds several categories of educators, needed by Job Corps Rural Centers in various locations, to the manpower shortage list and authorizes payment of travel and transportation to first duty stations. Specifically named are supervisory education specialists, education counselors, elementary school teachers, and training instructors.

—Mary-Helen Emmons

A Look at LEGISLATION

MANY BILLS containing a variety of provisions affecting officers and employees of the Federal Government have been introduced in the 89th Congress since it convened on January 4, 1965.

Many of the bills are identical; many are similar; most are not new, having been introduced in the last or a prior Congress.

A bird's-eye view of some of the bills in the legislative hoppers as of March 30 follows. All the bills mentioned are pending before the House or Senate Committees on Post Office and Civil Service or their subcommittes, unless otherwise indicated.

APPEALS

A bill has been introduced to provide for appeal from certain actions taken in connection with granting of incentive awards and step increases for Government employees. Another bill grants to officers and employees subject to the Civil Service Act the opportunity to examine and reply to certain evaluations of their promotion qualifications.

APPOINTMENT

Bills to provide for the appointment by the Postmaster General of postmasters at first-, second-, and third-class post offices have been introduced in both House and Senate. Also, a bill is pending to repeal Section 165 of the Revised Statutes relating to the appointment of women to clerkships in the executive departments.

BACK PAY

H.R. 1647, a bill which provides for the payment of compensation and restoration of employment benefits to certain Federal employees improperly deprived thereof, has passed the House and is now pending before the Senate Post Office and Civil Service Committee. This bill is similar to H.R. 4837, which passed the House in the last Congress.

FOREIGN SERVICE PERSONNEL

H.R. 6277, a bill to amend the Foreign Service Act of 1946, as amended, would transfer all employees of the State Department, Agency for International Development, and the United States Information Agency to a new foreign affairs personnel system. It is pending before the House Committee on Foreign Affairs, and subcommittee hearings are in progress.

GARNISHMENT

Bills to provide for the garnishment of wages and salaries of civil officers and employees of the United States are pending before the Judiciary Committees of the House and Senate.

HAZARD PAY

H.R. 1535, a bill which authorizes the Civil Service Commission to establish a schedule of pay differentials for employees under the Classification Act who perform irregular or intermittent duties involving unusual physical hardship or hazard not involved in the usual duties or classification of their positions, has passed the House and is now pending before the Senate Committee. A similar bill was passed by the House in the last Congress.

HEALTH BENEFITS

Bills to amend the Federal Employees Health Benefits Act include those which (1) provide coverage for dependent parents, (2) increase the Government's contribution (one providing that the Government pay the entire cost), (3) provide for additional choice of health benefits plans, (4) extend health benefits to deferred annuitants and survivors of annuitants who died prior to April 1, 1948, and (5) reduce from 12 to 6 years the Government service requirement for continuation of health benefits after retirement. Also, H.R. 1782, a bill to amend the Retired Federal Employees Health Benefits Act to provide that the limitation on administrative expenses be fixed annually in appropriation acts, has passed the House and is pending before the Senate Committee.

INJURY COMPENSATION

Several bills have been introduced in the House to amend the Federal Employees Compensation Act. One bill would allow a disabled employee who returns to work to be credited with annual and sick leave for the period he is on the Federal Employees Compensation rolls. Other bills would permit employees entitled to receive medical services under the act to utilize the services of chiropractors, podiatrists, and optometrists. These bills are pending before the Committee on Education and Labor.

LEAVE

Several bills are pending in both the House and the Senate which would credit unused sick leave toward retirement or make payment for sick leave upon retirement.

LIFE INSURANCE

A number and variety of bills to amend the Federal Employees' Group Life Insurance Act are pending in both the House and the Senate. Among them are bills to (1) raise the insurance ceiling from $20,000 to $27,500, or $30,000, (2) provide for the purchase of additional units of insurance, (3) modify the present decrease at age 65 or after retirement, (4) clarify the intent of Congress with regard to filing a designation of beneficiary, and (5) reduce from 12 to 6 years the service required to qualify for continued coverage after retirement. A House subcommittee has held hearings on the House bill raising the ceiling.

NEPOTISM

A bill to prohibit nepotism in Government employment is pending in the House.

PAY

In addition to the bills on back pay and hazard pay mentioned above, there are several others on pay structure and pay fixing. One bill establishes a Commission on Executive, Legislative, and Judicial Salaries. A second provides that the rates of compensation of officers and employees subject to the Classification Act of 1949 shall be fixed and adjusted by wage boards on the basis of prevailing rates and practices. A third amends the Classification Act of 1949 to restore the granting of step increases on the basis of performance ratings of satisfactory in lieu of the standard of acceptable level of competence.

POLITICAL ACTIVITY

Creation of a bipartisan commission to study laws limiting political activity of officers and employees of the Government is provided in a bill introduced again in the present Congress. Another bill amends the Hatch Political Activities Act to permit Federal employees to participate more actively in the political activities of their communities; another permits all officers and employees of the Government to exercise the full responsibilities of citizenship and to take an active part in the political life of the United States. These bills are pending before the Committee on House Administration in the House and before the Rules and Administration Committee in the Senate.

REMOVAL

A bill to provide that Federal employees who have unpaid judgments against them be separated from the service under certain conditions has been introduced in the House.

RETIREMENT

Many bills to amend the Civil Service Retirement Act are pending in both the House and the Senate. Among them are bills to provide annuity increases; to improve the financing of the fund; to provide full retirement after 30 years' service, some at age 55, others at any age; to provide full or reduced annuity after 20 years' service if involuntarily separated under certain conditions, such as the closing of a Government facility; to provide mandatory retirement at age 70 after 5 years of service, instead of 15 years; to increase to 2½ percent the multiplication factor for determining annuities for certain Federal employees engaged in hazardous duties; to provide for survivor annuity without reduction; to provide old age and survivors' insurance coverage for Federal employees; to eliminate the required period of marriage to qualify for survivor benefits; to eliminate termination of annuity if survivor remarries; to resume survivor annuity upon termination of subsequent remarriage.

Two bills have passed the House and are pending before the Senate Retirement Subcommittee. One, H.R. 1746, is a bill to define "child" to include illegitimate children for lump-sum death benefits. The other is a bill (H.R. 2594) to clarify the intent of Congress with respect to the application of certain annuity increase legislation. Hearings on this bill have been held by the Senate Retirement Subcommittee. Bills to amend the Internal Revenue Code to provide that the full amount of any annuity received under the Civil Service Retirement Act shall be excluded from gross income have been introduced and are pending before the House Ways and Means Committee.

SECURITY INVESTIGATIONS

A bill to provide that the President shall designate one agency of the Federal Government to conduct all security investigations of civil officers and employees of the United States, and of persons who apply for employment as such officers and employees, is pending before the House Post Office and Civil Service Committee.

TRAINING

A National Academy for Public Service is established by a bill introduced in the House. Also, a bill to permit variation of the 40-hour workweek of Federal employees for educational purposes is pending.

—Mary V. Wenzel

TRAINING DIGEST

KINGS POINT REVIEW COMPLETED

The Committee of Visitors reviewing the activities of the Executive Seminar Center, Kings Point, N.Y., found that the Center has, in its short life, taken long strides toward its objectives. The committee recommended that the curriculum be kept policy-centered, cover administration and management thoroughly, and develop understanding of analysis, problem diagnosis, and decision-making. It also outlined goals for the future development of the Center in teaching methods and participation. Its recommendations will be considered by the Commission in consultation with Federal agencies.

IMPROVED SCIENTIFIC TRAINING

The need to provide better training for Department of Agriculture scientists at remote locations was pinpointed in a progress report issued by a task force that studied the Department's training and scientific environment. A sampling of the task force's wide-ranging recommendations:

- The department should obtain legislative authority to sponsor undergraduate, graduate, and post-doctoral scholarships
- The department should encourage scientists to become members of graduate faculties of universities
- New research facilities should be located near university campuses
- Supervisors should spend more time orienting new professional employees
- Authority to approve outside training for periods up to 80 hours should be delegated by the department to research division directors
- Scientists should be encouraged to greater participation in activities of professional societies
- The department should issue a policy statement on education and training for scientists.

The task force was created by the Secretary of Agriculture. Eight 2-man teams interviewed 419 employees in collecting data for the report. Task force members were selected from major bureaus and agencies of the department.

NAVY EXECUTIVE DEVELOPMENT

A new Advisory Group on Civilian Development has been created at the request of the Secretary of the Navy to study and recommend methods by which the department can improve its executive development and training programs. The Secretary, in creating the committee, said, "there must be a planned program of managerial development" as well as "procurement, indoctrination, technical training, and motivation of the hundreds of thousands of civilians employed in the Navy and Marine Corps."

Members of the advisory group are drawn from the ranks of employee development officers and civilian executives of Navy. They will examine both short-range and long-range goals and develop standards, core curricula, and reporting requirements.

EDUCATORS OPPOSE FEDERAL DEGREE GRANTING

Congress was urged not to widen Federal agency authority to grant academic degrees, in a pamphlet jointly issued late last year by the American Council on Education and the National Commission on Accrediting. On the positive side, the report, "The Integrity of the Academic Degree," states that educational institutions should "cooperate more actively than they have in the past with Federal agencies in developing graduate programs."

Degree-granting institutions, said the Commission on Accrediting, should "operate through a board . . . of control . . . (which) protects the long-run educational interest. . . . Faculty members should have an active role in the governance. . . . The right of both professors and students . . . to dispassionate inquiry and instruction must be assured. . . ."

Federal institutions, said the American Council on Education, "are different in kind from the great majority of civilian degree-granting institutions. . . . A fundamental objection to further extension of degree-granting authority to Federal agencies . . . is that education and training programs reflect, as they properly should, the needs and objectives of these agencies. . . . Furthermore, these training programs tend to be conducted in the framework of the employer-employee relationship which is altogether different from the relationship of teacher to student."

Seven Federal activities now grant academic degrees: four service academies, the Merchant Marine Academy, the U.S. Naval Postgraduate School, and the U.S. Air Force Institute of Technology. The latter two offer both undergraduate and graduate degrees, the others only undergraduate degrees.

TRAINING NOTES

Personnel management training offered in the coming months by the Civil Service Commission in Washington will include: (1) Seminar in Organizational Theory for Personnel Officers, (2) Seminar in Manpower Utilization, (3) Human Abilities and Their Assessment in Employee Selection and Promotion, and (4) Basic Staffing and Placement.

Civil Rights Act procedures, published in the Federal Register (12–4–64), prohibit Federal grants for training or other purposes to institutions such as universities unless the institution satisfies the grantor that it admits

CLASSIFICATION TOPICS

FINDINGS IN a recently published report [1] of the American Management Association should be of special interest to Federal managers in connection with position management programs. The findings illustrate:

- the value of enlightened position management under any circumstances,
- the key role of position descriptions in the process, and
- the essential similarity of management problems and techniques in industry and in government.

Designed to provide information on managerial position descriptions, the study involved a questionnaire survey of practices in 217 companies and an examination of more than 1,000 descriptions supplied by participating firms. Job descriptions for 120 managerial positions are included in the published volume.

Although the managerial positions concerned spread over a considerable range of responsibility levels, they extend upward to levels indicated by such titles as development director, product and process; corporate engineering director; manufacturing director; general manager, manufacturing; production manager; plant manager; and works manager. The highest ranking positions for which descriptions are included are those of vice presidents for production.

This description of the study should, in itself, dispel any lingering belief that private firms use job descriptions only for routine, lower level positions. The survey showed that 83 percent of the 217 companies use managerial job descriptions. Among companies with 20,000 or more employees, the proportion rises to 89 percent, with job description requirements paralleling those in the Federal service.

Most companies originally undertook the compilation of managerial descriptions with the objectives of equitable salary administration and refinement of organization structure. Throughout the study, however, it became apparent that the very process of developing descriptions proved to be as valuable as their subsequent use—in disclosing organizational defects, awkward relationships, and different understandings as to job emphasis. In the absence of a job description program, these weaknesses might remain undiscovered and continue indefinitely to undermine efficiency.

An excerpt from the Standard Oil Company of California manual, "People and Paychecks," illustrates the use of job descriptions to increase efficiency and economy of operations. The manual outlines, as a distinctive phase in its description process, a side trip into job engineering in which questions like these are asked:

(1) Is all the work of the job necessary, or has the need for some operations disappeared?
(2) Is the work being done in the best way, or are new, more efficient means now available?
(3) Does the job fit well with related jobs, avoid duplication, and help teamwork?
(4) Does the job provide training for greater responsibilities and fall within a promotion ladder?
(5) Do the duties constitute a reasonable mix and avoid, for example, combining many simple duties with more complex responsibilities?

As in the Federal service, position descriptions for managerial positions in industry serve a variety of purposes beyond those already mentioned. Other uses reported by a majority of the companies studied include: to help managers and supervisors get a better understanding of their jobs (61% of firms); to assess performance on the job (57% of firms); and to acquaint new people with their jobs (54% of firms). —*Robert F. Milkey*

[1] *Managerial Job Descriptions in Manufacturing*, by Gordon H. Evans; AMA Research Study 65, American Management Association, Inc., 1964.

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and treats students without discrimination.

Employment and Compensation of Experts and Consultants, recently revised, provides Federal employee development officers and others with information on such matters as appointment authorities, reporting requirements, conflict of interest, and records.

Programs for enrollees under the Economic Opportunity Act at the high school level are being planned by the Department of Labor and at higher education levels by the Office of Education.

Assignments with international organizations should be used by Federal agencies as training and career development opportunities, President Johnson has advised. Affirmative and continuing steps should be taken, he said, to encourage able employees to take such assignments.

Tuition costs for job-rated courses taken by their employees are being met by more and more American business and industrial firms, says a National Industrial Conference Board report, *What's New In Tuition-Aid Plans?* Seventy percent of the 60 companies surveyed pay more than half of the tuition costs; nearly two-thirds pay three-quarters.

Employee development officers in the Federal service, occupying 1,740 positions in 1963, will probably increase 13 percent by 1968 to staff nearly 2,000 positions, the Civil Service Commission estimated in its recent publication, "Federal Workforce Outlook, 1965–1968." Another prediction from the same source is that demand for technical and advanced training will increase while blue-collar and clerical-level training decreases.

—*Ross Pollock*

FIFTH ANNUAL

Federal Woman's Award

PICTURED AT THE WHITE HOUSE with the President are: Miss Caracristi, Mrs. Gilford, Dr. Thunberg, Dr. Stewart, Dr. Drewry, and Miss Laise.

SIX WOMEN DISTINGUISHED by superior achievement in the Government career service have received the Federal Woman's Award for 1965. The Awards were presented at a banquet in their honor on March 2 in Washington, D.C. At noon on March 2 they were presented to President Johnson at the White House by Mrs. Katie Louchheim, Deputy Assistant Secretary of State, who is Chairman of the Board of Trustees of the Federal Woman's Award. In expressing his appreciation of their outstanding accomplishments, the President said that he hoped their example would encourage more and more women to seek careers in the Federal service. "There is no more accurate measure of a society than its attitude toward its women," President Johnson declared, and added, "The day has passed when discrimination against able women can be condoned."

ANN Z. CARACRISTI

Senior Intelligence Research Analyst, Chief of Office, National Security Agency—for her exceptional contributions to research and analysis in the field of cryptology, and her outstanding competence in the management of extensive intelligence research programs.

PENELOPE H. THUNBERG

Deputy Chief, International Division, Office of Research and Reports, Central Intelligence Agency—for her impressive contributions to the production of economic intelligence, particularly on Soviet bloc international economic activities, providing a basis for policy decisions of the United States Government.

DOROTHY M. GILFORD

Director, Mathematical Sciences Division, Office of Naval Research, Department of the Navy—for her highly creative technical and management contributions to the Navy's basic research, and her direction of an 18-million-dollar contract research program involving every major discipline of science.

CAROL C. LAISE

Deputy Director, Office of South Asian Affairs, Department of State—for her outstanding achievements as a Foreign Service Officer in South Asia, her exceptional service to American diplomacy in international organizations, and her contributions to the advancement of U.S. foreign policy objectives.

ELIZABETH B. DREWRY

Director, Franklin D. Roosevelt Library, National Archives and Records Service, General Services Administration—for her outstanding scholarly and administrative achievements in directing the organization and preservation of historical archives and records of great value to the Nation.

SARAH E. STEWART

Head, Human Virus Studies Section, National Cancer Institute, National Institutes of Health, Department of Health, Education and Welfare—for her brilliant accomplishments in virology and her unique discoveries of new types of virus strains, which have changed the course of cancer virus research.

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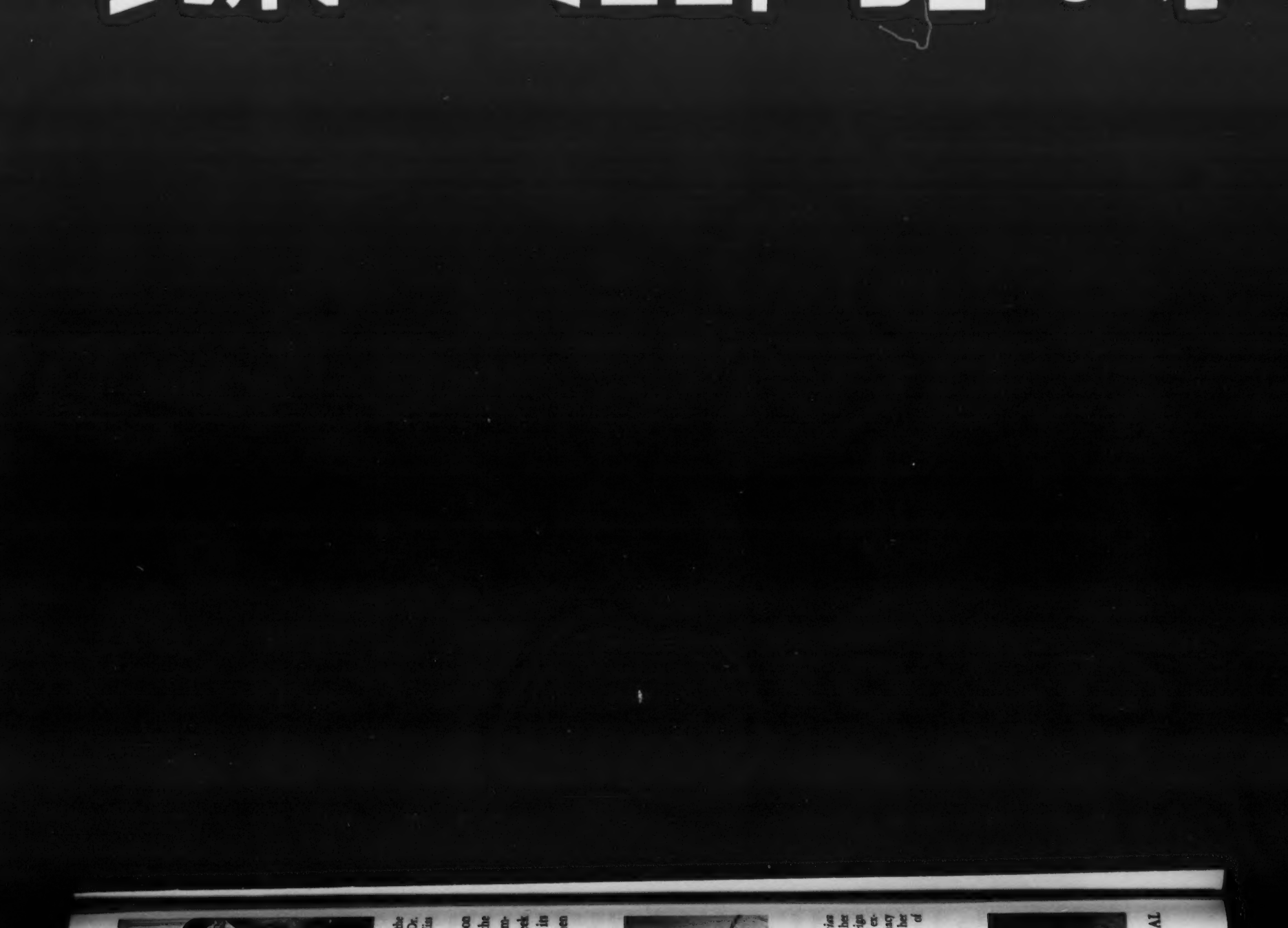

granted exclusive recognition; 749,224 employees were covered by units which had received exclusive recognition; 245 signed agreements had been negotiated; and 650,610 employees, mainly in the Post Office and Defense Departments, were covered by these agreements.

JOHN W. MACY, Jr., has been reappointed for a 6-year term as Chairman of the Civil Service Commission. Announcing the renomination, President Johnson said:

"Mr. Macy played a principal role in making Federal pay comparable to pay outside Government, in establishing a system of employee-management cooperation within the Federal service, and in devising realistic approaches to better manpower utilization and more economical operation.

"He has helped make the Federal work force reflect the nondiscrimination policies of the Administration through creating better employment opportunities in Government for members of minority groups, women, and the handicapped. He has laid great stress on recognition of excellence among individuals in the career service, as well as on the recruitment and development of talent."

ANTICIPATING that high priority requirements for GS–16 through 18 positions to staff new programs are likely to result from legislation currently under consideration, the Civil Service Commission has advised Federal agencies that their need to fill vacated positions in these grades under previous allocations will be weighed carefully. The reserve of 100 positions set aside in February 1963 to staff new programs is exhausted, and several steps have been taken to provide for priority needs.

When a job in grades 16 through 18 is vacated, the agency must notify CSC within 5 days and obtain approval for retaining the space before the agency can fill the job at the same grade. CSC will consider Government-wide needs before determining that the space will remain in the agency having the vacancy. It also will consider whether the job's grade level is still warranted.

When an agency no longer needs a Commission-approved position in one of these levels, CSC will look to Government-wide needs before determining whether a different position in the same agency may be approved in that grade.

The new rules do not apply to agencies having positions authorized by law at these grade levels, except to jobs which CSC granted from the general quota. The new rules do not apply to professional engineering jobs in research and development, or to professional positions in the natural or physical sciences or in medicine.

MISSION SAFETY SEVENTY has as its goal a 30 percent reduction in Federal injury frequency by 1970. Launching the project on February 16, the President said:

"Today we open another front in our War on Waste—waste of human resources, productive skills, and money."

In the past 7 years, he said, more than 1,200 Federal civilian employees have lost their lives through job injuries; nearly 300,000 disabling injuries have occurred, and more than 18,500 man-days of production have been lost. Direct cost to the Government, in compensation and medical care, approached a quarter-billion dollars; indirect costs of property damage, replacements, and other factors were estimated as being four times as great, making the total cost of accidents $1.25 billion.

—Joseph E. Oglesby

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